GOVERNMENT OF MADRAS

REPORT OF THE HARIJAN WELFARE COMMITTEE MADRAS

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REPORT OF THE HARIJAN WELFARE COMMITTEE, MADRAS

I.—INTRODUCTORY.

Origin of Committee and the terms of reference.

The Harijan Welfare Committee was constituted by the Government in their order Ms. No. 2628, Development, dated 16th June 1947. Though it is a standing committee intended to advise the Government generally on all matters regarding Harijan welfare, it was also requested to go into and report speci[fically on] the following points :—

(i) To formulate a Five-year Plan for Harijan W[elfare in] all directions such as providing free house-sites, fresh-wa[ter,] sanitation, education, etc., and to draw up an immedia[te ...] for the utilization of the sum of one crore of rupees set [...] Harijan welfare work;

(ii) to put forward suggestions regarding improve[ment of] the Harijan welfare work undertaken by the Labour [Depart-]ment;

(iii) to enquire into and report on the progre[ss ...] enforcement of the legislative measures in this field; an[d]

(iv) to examine the possibility of extending the wo[rk of the] Labour Department in regard to Harijans to other [...] communities.

II.—BACKGROUND.

The typical Harijan and his environments.

Before we actually go into the question it would be really helpful and perhaps necessary for us to have a general idea of the problem in all its aspects. This problem has been before us for a very long time and the Government of Madras have perhaps been the first to tackle it. But it has to be accepted that substantial progress has not been made in the direction of the eradication of the great many disabilities that the Harijans have been suffering from. Either the methods adopted were not satisfactory or they were not quite adequate to meet the vast problem. The village Harijan is perhaps the same old untouchable, living in the same old dirty quarters with hardly enough space for himself and his family either to stretch their limbs or to protect themselves from the sun and rain. His dress, mode of living, food, habits and customs continue to be the same, not to speak of his eternal poverty, indebtedness and ill-health. The ameliorative measures undertaken by the Government till now have not touched the root of the problem. The work of the Government having been mostly educational, it has served to educate a few amongst them who were able to secure some jobs, some even getting good posts in Government service. While it has thus helped only a few, its repercussions and reactions were not helpful. All these educated people have been taken out of their surroundings. Even

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those who had got educated only up to a few standards have come out of the villages to live in the towns. As a matter of fact, they have become a separate class altogether. But the poor villager is still in the same old place and quite untouched by all these measures adopted by the Government for his betterment. So to say, the problem has been only superficially tackled. All these years of work had not even developed the self-consciousness of the average Harijan that he is also a human being entitled to all the rights and privileges as any other fellow citizen of his.

Problem not effectively tackled.

This state of things continued till the year 1932 when a sudden turn was given to this problem by the *epic fast* undertaken by Gandhiji to put an end to the system of separate electorates sponsored by the British Government. There was a general awakening followed by a zeal for work amongst the Harijans, not only by Hindu society, but also by the various Governments who set apart larger sums in their budgets for the uplift of the Harijans. Gandhiji's steadfastness of purpose and devotion to this cause made this problem one of the foremost planks in the social and political life of the country. In the general elections that followed, considerably greater representation was given to the Harijan community on account of the Poona Pact.

The Epic Fast and after.

Closely following the Poona Pact, the following resolution was unanimously passed at a meeting of all the caste Hindu representatives held in Bombay on the 25th September 1932, the late Pandit Madan Mohan Malaviya being in the chair :—

"This Conference resolves that henceforth amongst Hindus no one shall be regarded as an untouchable by reason of his birth and those that have been so regarded hitherto will have the same rights as other Hindus in regard to the use of public wells, public schools, public roads and all other public institutions. This right shall have statutory recognition at the first opportunity and shall be one of the earliest acts of the Swaraj Parliament, if it shall not have received the recognition before that time.

"It is further agreed that it shall be the duty of all the Hindu leaders to secure by every legitimate and peaceful means an early removal of all social disabilities now imposed by custom upon the so-called untouchable classes, including the ban in respect of admission to temples."

Congress Governments in the Provinces and Harijan work.

It was only after the advent of the first Congress Government in the Provinces that attempts were made to give a new orientation to this work. The prominence given to this community, the legislative measures adopted and the opening of some of the big temples effected a change; but the progress could not be kept up on account of the break in the continuity of the popular Governments. Naturally therefore when the Congress came into office for the second time the enthusiasm of the people knew no bounds. Many reforms were undertaken by the Government. Though there has been an appreciable awakening amongst some Harijans, yet in all other respects the old state of things still

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continues. Thus a new situation has been created which calls for greater effort on the part of the Government to complete the work of the reformer. It is under such circumstances that we are now called upon to make our suggestions to the Government.

The problem before us is very vast. We are afraid that any amount of money that the Government may set apart will not be adequate for the purpose. We, therefore, feel that we can only indicate the lines on which the work may proceed, rather than give out a clear-cut programme with full details, figures, etc. The picture of a normal Harijan and the life he leads have to be borne in mind before we can attempt anything worth mentioning about his welfare.

The *Cheri*.

The Harijan quarter, in whatever part of the country it may be, is at once distinguishable. Be it the city or the village, the Harijan always lives in a corner and mostly in an uninhabitable area, segregated from the other Hindus. There is no drinking water, no road leading to the place nor any other convenience worth mentioning. On the contrary, it is always the lowest part of the locality inundated by water during the rainy season. Almost without exception his abode is the place where all the rubbish of the area is collected or the drainage water is emptied. Surroundings apart, he has very little accommodation, his whole house consisting of a miserable hut 10 feet by 8 feet with mud walls and some sort of roofing over it. In most cases the roof takes the form of a worn-out bamboo *tatti*, or is made of some flattened old kerosene tins. This is his abode which serves all his purposes from a drawing hall to a bed-room. The number of families occupying such a hut is two or three and the total number of occupants between eight and twelve. There is no provision for either light or ventilation. The whole family spend all their time outside the hut and get in only to protect themselves from the rain. Even these huts are not built in any order. There is no planning, no symmetry and no streets at all. This, in short, is the description of the Harijan abode, or *Cheri* * as it is generally called. *Cheris* are common in all parts of the Province except perhaps in some parts of Malabar where though the houses and their construction are not very dissimilar, group living has given place to separate abodes. The landlord in Malabar wants his *tope* and garden to be watched and protected and has, therefore, planted the Harijan in that place itself. The Harijans are generally agricultural labourers and have therefore been compelled by the landlords to live in or near the place of their work in all places.

Everyday life of the Harijan.

As for the life the Harijan leads, it bewilders description. To say the least, it is hardly human. He gets up early in the morning, goes into the fields for work and toils for at least three

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* We may here mention that though the word *Cheri* has now come to be associated with Harijan quarters, yet philologically it is a name given to a place where people come to live together and there is no odium attached to it. For instance the town Pondicherry derives its name from Puducheri which means the "New Cheri."

hours before he thinks of a meal which consists of a pot of water with some cold rice in it. After this poor breakfast he returns to work. Toiling in the hot sun for another three hours, he takes rest in the shade of a tree nearby. He has hardly anything to eat this time except the remnants of the morning meal, if available. After a brief interval he resumes work only to leave at dusk. At the end of the day's toil he has to go to his master for his wages which may be either in cash or in kind and which is often scanty and not paid daily. He then goes shopping, spending a good portion of his earnings in the toddy shop. With the balance he sometimes purchases a few articles of food, goes home, hands over the change to his wife and throws himself down. Having intoxicated himself sufficiently, he forgets himself till dawn. The wife picks up the coin, goes to the *bazaar* and with the few things she is able to buy, prepares her night-meal and feeds her drunken husband and the hungry children. God alone knows how much would remain for her to eat!

Women and children work too.

The wife also invariably works and adds to the meagre income of the family. Children from the age of five or six are also made to work. They are sent to the houses of the masters to tend their cattle for small monthly payments or are employed on other light work. Sometimes they have to look after the younger ones at home when both the parents are away at work. There is thus no chance for the boy or girl to attend the school, even if they are willing. The school-going habit has not seized them at all. In spite of the fact that the schools are being opened right amidst their quarters and free mid-day meals are provided, sufficient progress has not been made in this direction. No doubt some of them do attend the schools in childhood, say, between the ages of five and eight, but very rarely do they continue their studies. The education they have received becomes absolutely useless and they lapse back into illiteracy. We shall discuss separately its causes and remedies.

The off-season.

This routine is kept up during the periods when there is work in the fields which is generally eight to nine months in the year. The remaining three or four months are the worst period in the life of the Harijan. He earns very little during this time but spends the most. This is also the time when festivals take place and marriages are celebrated. He has got leisure but no work. He therefore indulges in gambling and other vices. A festival or a marriage means that he should spend lavishly, whether he has got money or not. Another item of unavoidable expenditure according to him is the funeral. The importance of the man is measured by the amount of toddy he offers at the funeral. Thus this is, as it were, the season of his ruin. When he is hardly able to maintain himself, his expenses are heavy. He has no course except to borrow. He has no properties to pledge or mortgage. There are only two ways to get over the crisis: either he falls a prey to the greedy money-lender who offers him money at exorbitant rates of interest and collects it with an iron hand, or he mortgages himself and his family to the landlord who lends him some money, but thereby makes the Harijan his

Unemployment and its evil effects.

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eternal slave. Till such time as this debt is wiped off (and invariably it never happens), the serfdom has to continue and even passes on from father to son. This is the reason for the system of hereditary bondage. On the other hand, the Harijan who has borrowed from the money-lender gives all his earnings to the latter and lives perpetually in want and penury. When he finds it too hard to live, he naturally flies to the nearest town, simply deserting his family; here he gets better remuneration for his labour, but immediately falls a prey to the demons of drink and vice, from which he never recovers. Thus the family is ruined.

As if these hardships are not enough to kill anybody, the Harijan is the most superstitious of the human species. The smallest thing is enough to upset him and the price he pays for his superstition is enormous. Coupled with all these are his illiteracy and ignorance. Any scheme of welfare has necessarily to tackle all these problems. How to solve them is a matter which concerns not only the Government but every one who has the interest of humanity at heart. Ignorance and superstition.

III.—WORK OF THE COMMITTEE.

The Committee met for the first time on 10th July 1947. There was a full discussion regarding the nature of the work and the members expressed their opinion on the various points contained in the terms of reference. It was then decided to issue a questionnaire for eliciting opinion from all those who are likely to interest themselves in this work. Accordingly the questionnaire was prepared and sent to all institutions and organizations. It was also published in all the dailies of the Province. A copy of the questionnaire is given in Appendix I. Preliminary work of Committee.

By another resolution a Sub-Committee consisting of the following persons was formed to tour the Province and collect information at first hand :—

Members of the Sub-Committee.

1. Sri V. Bashyam Ayyangar.
2. Sri B. S. Murthy, M.L.A.
3. Sri N. M. R. Subbaraman, M.L.A.
4. Sri B. Parameswaran, M.L.A.
5. Sri N. Venkatasubbiah.
6. Sri L. N. Gopalaswami.

The Sub-Committee met at Madras on 5th August 1947 to decide on its programme and came to the conclusion that it should visit only two areas, one in the Tamil and the other in the Andhra districts. Accordingly it toured the districts of Madura, Ramnad and Tinnevelly in the South, and East and West Godavaris, Guntur and Kistna in the North. A tour of Malabar was also planned but had to be given up because of the shortness of time at the disposal of the Committee. But when the Provincial Committee met again on 7th October 1947 to consider the report of the Sub-Committee regarding its tour in the Tamil and Andhra Tours of Tamil and Telugu areas.

areas, some of the members pressed for a tour of Malabar and South Kanara districts also which was agreed to by the Committee Two more members, Sri M. Paravasthu Doss and Sri V. I. Muniswami Pillai, M.L.A. were co-opted for this purpose.

Malabar and South Kanara.

This Committee toured the Malabar and South Kanara districts for four days in October 1947. The Sub-Committee on the whole visited 54 places and interviewed a good number of persons. It met deputations at 35 centres and received a number of representations which have been classified and given in Appendix II. In every district the Committee met prominent heads of the district (both official and non-official) at the headquarters, with whom it discussed the problem in general and the grievances of the respective districts in particular. The members of the Food Committee, workers of the Harijan Sevak Sanghs, members of the Harijan Welfare Committee and representatives of the Harijan organizations were invited for this meeting. We are glad to say that a great deal of enthusiasm was evinced by the members who attended these meetings. Some of them had very good ideas which showed their interest in the work. Both officials and non-officials helped us a great deal in this matter. The Collectors, District Health Officers, District Educational Officers, Deputy Registrars of Co-operative Societies and some of the Revenue Divisional Officers also offered suggestions based on their experience with regard to this problem. The Sub-Committee made a report of its tour and enquiry to the Provincial Committee on 6th October 1947 and again after the tour in Malabar and South Kanara districts the Secretary gave a short note on the tour in these two districts. These two reports are given in Appendix III. The total number of representations received by the Sub-Committee was 670 as will be seen from Appendix II.

In reply to our questionnaire nearly 140 persons had sent in their suggestions. The answers made interesting reading as many points had been suggested in them. A list of persons and institutions arranged according to districts, who have responded to our questionnaire is given in Appendix IV.

Provincial Committee meetings.

The Committee met again on the 10th and 11th October and 6th, 7th and 8th November 1947 and considered all relevant issues. Before going into individual items in detail, a few general points were discussed and conclusions arrived at by the Committee. The first was with regard to the area over which immediate attention was to be diverted.

Though all Harijans are generally of the same standard whether they live in towns or villages and as such deserve all sympathy and consideration, the Committee thought it fit to make a difference between those living in the towns and those living in the rural areas. For a Five-Year Plan and other schemes this distinction need not be kept. But taking into consideration the advancement of townsmen in general and the comforts and conveniences by way of general amenities like water, roads, schools, medical help, etc. enjoyed by them, and also in view of the fact that the amount immediately available for welfare work is small, the Committee thought it fit to spend this sum of one crore of rupees only in rural

One Crore Fund to be expended on rural areas

areas, i.e., villages where the total general population is not more than 5,000. Statistics on this basis have been compiled from the latest census reports, and the total number of such towns and villages is 405 and 35,430 respectively. After all, the number of persons thus excluded is very small, namely, 738,574 out of a total Harijan population of 8,068,492. It has been pointed out to us that this may work a hardship on some villages in the district of Malabar, which although having a population of over 5,000, are neither major panchayats nor municipal towns having any amenities. We feel that the 5,000 population rule need not be insisted upon in such places.

Another important general matter we had to decide at the outset was the nature of the amenities on which we had to distribute immediately the sum of one crore of rupees. It was decided that this should go towards general amenities only and not for education on which the Government have been spending nearly half a crore of rupees every year. The Committee earnestly hopes that it would be possible for the Government to spend more and more year after year on education for which there is a growing need. *and on general amenities only.*

The third point that had to be decided was whether the work should be confined to a few select places or should be undertaken in all the districts at the same time. In view of the general appalling condition of the Harijan habitations, the Committee felt that something should be done to help all of them at once to get out of this pitiable state, instead of making them wait for their turn, though possibly for more substantial benefit. " Even though the help may be small, it should go down to all people and it would be nothing short of inhumanity if we should ask them to wait any longer " was the considered view of the members. *Work to be started in all districts simultaneously*

On this fundamental basis the Committee went into further details. The process adopted for eliciting the opinion of the members was as follows :—

The Secretary had prepared a number of questions on each important topic that suggested itself to him. They were fairly exhaustive and were taken up one by one. Members expressed their opinions and the answers were recorded. On almost all matters opinion was unanimous, except in certain cases where one or two had expressed their dissent. The questions and answers are given in Appendix VII. The report was then prepared by the Secretary which was scrutinized by the Drafting Sub-Committee before it was placed before the Committee for approval. The Committee sat for full four days to complete the report and finally met on 19th and 20th January 1948 to sign it. *Preparation of the Report.*

IV.—THE PROBLEM.

The welfare of Harijans is an urgent problem. The goodness or the capacity of a Government can be and perhaps should be judged only by the welfare of the lowest strata of society. Judged from whatever standards, social, cultural, economic, educational or health, there can be no doubt that the Harijan occupies the lowest place. Mere decision and even enthusiasm will not carry

us very far. What is wanted is definite planning and immediate action. Fortunately for us there is no difficulty in understanding the problem. It has been brought to the forefront and for the last two decades every aspect of it has been discussed both in the Press and on public platforms. It is therefore the solution of it that confronts us more than anything else.

Statistics of population.

The Harijan community with which we are concerned numbers 8,068,492 out of a total population of 49,341,810 in this Province according to the 1941 census reports. (The three small States of Pudukottah, Sandur and Banganapalle have not been taken into account). Out of this 356,133 live in municipal towns, 382,441 in panchayat areas having a total population of 5,000 and more, and 7,329,918 in villages. The total population also includes 562,029 persons belonging to the hill tribes. There are 80 municipalities, 325 panchayat areas and 35,430 revenue villages. The number of hamlets attached to these villages is not given in the latest census reports but it can be safely assumed that there are at least two hamlets to each village. For our purposes it can certainly be taken for granted that there is at least *one* Harijan quarter attached to each revenue village. A detailed statement of the population arranged according to municipal, panchayat and village areas in each district is given in Appendix V. Talukwar figures of these details have also been complied to give us an idea of the areas with their respective population, to guide us in the working of any scheme of welfare in their midst.

Needs of Harijans.

The actual needs of the Harijans can be generally classified under the following heads arranged in the order of their importance :—

(1) Living accommodation.
(2) Housing.
(3) Water-supply.
(4) Health and Sanitation.
(5) Occupation.
(6) Education.
(7) Medical Relief.
(8) Special and local disabilities.

Acute congestion in *cheris*.

The Sub-Committee that toured a few districts was at once impressed with the unimaginable congestion of the *cheris* and the want of living space in every one of them. Invariably (and more so in the wet or deltaic areas) the Harijans are all confined to the particular places they live in, which do not admit of any expansion at all. While the population has been increasing, there has been no extension of these quarters. It was a miserable sight to see three or four families huddled together in a hut 10 feet by 8 feet with hardly a foot of space in between one hut and the next. While in the dry areas it may be said that the congestion is not so bad, it cannot be said that they are having quite enough living space. It seems that there is a rule in the Labour Department which has been tackling this problem all the while that a family should have at least 3 cents of space excluding the roads, lanes and other lands set apart for communal purposes. This, we feel, is a wholesome rule and should not be departed from. The problem cannot be said to be so acute in a large part of Malabar where

there is no collective living but even there, there is no doubt that the Harijan huts are miserable hovels.

This problem varies with wet and dry areas and has therefore to be tackled differently. The value of the land is likely to be quite different in these two cases. While therefore we may be inclined to be more generous with the latter, we cannot afford to be so with the former. But anyway a living space has to be found for the Harijans in the wet areas also at least according to the elementary standards of living.

Different aspects considered.

Here again we are confronted with a problem within the problem. What should be our plan to relieve this congestion? Is it to be attempted on a large scale? Or, is it to be confined only to a few select places? While tackling this question, we should not forget the most important factor, namely, their segregation which has been one of the main causes of the present deplorable condition of the Harijans. Can, or should they be therefore removed from their present place? There are many ways of doing this. They can be taken away to some other place in a town where there may be several conveniences like water, light, road, schools, etc., or they may be shifted to some other new place in the village itself where they may be provided with all possible amenities. A third alternative would be to improve and expand their present abodes. Each of these proposals has got its own merits as well as drawbacks.

Present Harijan quarters to be improved but segregation avoided

To those who have had anything to do with the Harijan in the villages one thing will be clear, namely, his superstition and his unwillingness to move out. It is not so easy to move a villager from his own place, however dirty it may be, and however much he may suffer there. To move him into a separate place where better accommodation and conveniences can be provided for him may perhaps succeed in the case of Harijans who have transplanted themselves into the town or city. But by improving these people alone we are not tackling the problem fundamentally. Again the transplanted Harijan has to be given employment. There is no use in giving him a good house alone and making him starve. Our object should be to make him improve all-round. Even in his present abode he has not enough work. To take him out will be only to take him off his society and deprive him of his bread. The best thing therefore seems to be to improve his own place where he has been long settled and to which place he has developed some kind of attachment. Of course if the place they live in is unfit for habitation, they should certainly be removed to a more healthy area nearby but as near the place of work as possible. But we should also effectively check their being segregated. The place where the Harijans are to be settled should as far as possible be in or near the caste Hindu quarters and in cases of extension, they should always be towards the caste quarters so that in course of time both the quarters may merge into one. The idea of colonization where all communities could be made to live together, however laudable, will not in our opinion work well and we therefore intend to drop such a proposal.

Work to be undertaken immediately.

When once this problem of providing space for their living is taken up, the question would naturally follow as to how and when it should be done. This is a most pressing need and should be taken in hand immediately. Again there is no use in tackling this problem piecemeal. We therefore suggest that this should be the first charge on the sum of one crore of rupees. Will the amount be enough? We feel that it would be possible to provide for this amenity from the one crore of rupees itself and even if it should require more money, the Government ought to find it. Though we have no regular statistics to go by, there are some rough data on which we can base our calculations. In the year 1938, when the first Congress Government was in office, they wanted statistics of the requirements of the Harijans to be prepared. Accordingly they asked the Commissioner of Labour to collect the information. He in turn directed the District Collectors to furnish information under the following heads, namely :—

Data already collected.

I. *Number of cheris*—

(i) *Cheris* with a population of 50 and more families;
(ii) *Cheris* with a population of 30 to 50 families; and
(iii) *Cheris* with less than 30 families.

II. *Water-supply*—

(i) Number of existing wells for eligible communities;
(ii) Number of wells required;
(iii) Number of wells constructed so far; and
(iv) Number of wells yet to be provided.

III. *Schools*—

(i) Number of existing schools for eligible communities;
(ii) Number of schools required;
(iii) Number of schools started so far; and
(iv) Number of schools to be started.

IV. *Other amenities*—

(i) Extension of *cheris*;
(ii) Provision of house-sites; and
(iii) Provision of pathways, burial-grounds and other essential requirements.

At our request the Commissioner of Labour has kindly made these statistics available to us. We have now consolidated them and a statement giving an idea of the number of Harijan quarters classified into three groups A, B and C, having families above 50, between 50 and 30, and less than 30 respectively, and their wants, such as extension of *cheris*, water-supply, schools and other amenities such as roads, pathways, burial-grounds, etc., is given in Appendix VI. Though this statement is not up to date it may be taken as a basis for our calculations.

V.—THE NEEDS.

1. Accommodation.

Extension and improvement of *cheris*.

Almost all *cheris* are cramped. Every one of them needs extension. Every house in the *cheri* is overcrowded to the extent of nearly twice or three times the number that it can accommodate. There are no lanes, roads or pathways leading

to the houses. The whole area is so closely built-up that neither air nor light can enter the huts. These things can be remedied only by a long-range plan. Not only should these *cheris* be extended to provide for the existing population but provision should also be made for future expansion. The increase of population amongst our countrymen is roughly two per cent per annum and if we do not anticipate it, we will be confronted with the same problem of congestion even before our scheme materialises. In addition to the extension, even the existing houses should be re-arranged so that they may be made more sanitary and clean. Provision should also be made for a decent school-place, roads, lanes, a park, a playground, a manure storage pit and public conveniences for each quarter. As mentioned above the Committee was of the opinion that this question should be taken in hand immediately and simultaneously in all the districts. It should be possible for the Government to complete this work within a period of three to five years if it is systematically tackled. A special Land Acquisition Officer has to be appointed and all this work entrusted to him with instructions to complete it within three years.

In deltaic areas.

Coming to details, the extension of house-sites is a difficult problem especially in the wet or deltaic areas. Apart from the non-availability of land and the heavy cost involved, the lands that we may acquire may be low in level and may not be suitable for house-sites. All the same, some arrangements have to be made to tackle the problem effectively. There is no doubt that this is the most essential item of work and any amount of labour spent on it will be worthwhile. The extent of the sites to be provided also came in for the consideration of the Committee. In view of the non-availability of space in the wet areas, the Committee was of the opinion that at least three cents of land should be allotted to each family, apart from the provision for common places like streets, lanes, pathways, etc. This does not mean that the Committee is not in favour of giving more space if sufficient accommodation is available.

In dry areas.

The problem can perhaps be managed more easily in the dry areas. Even as it is, the *cheris* there are not so congested and there are large areas of land available nearby. Here the Committee suggests that 5 cents should be the minimum to be allotted to each family. The general feeling was that these habitations should be as near the caste Hindu quarters as possible; and so if a new site has to be acquired for this purpose, it should always be (even if it should involve a greater cost) in or near the caste Hindu quarters.

Admission of caste Hindus to be restricted.

The idea of a separate colony having been ruled out, the Committee considered the question of admitting a few caste Hindus into these extended areas and decided that not more than 10 per cent may be allotted to the caste Hindus and that 90 only after providing for all the Harijans in that locality. The castemen so provided should be houseless persons (except in the case of Harijan welfare workers who want to live with the Harijans) and should bear the entire cost themselves.

Free house-sites.

The policy of the Government till now in providing house-sites has been on a grant-in-aid basis. That is, the Harijans are given

a portion as grant and the balance is collected in easy instalments. This system has not been working properly on account of the poverty of the community. The Committee therefore suggests that this policy be discontinued and that the sites be granted absolutely free. The question may arise whether it will be possible to provide all Harijans with house-sites within the sum of one crore of rupees. The Committee has already stated that it considers this allotment to be only a nucleus for further work, and that should more money be necessary for the purpose, the Government ought to go on with the work, in spite of the extra cost that it may involve. The next point that arose in this connection was whether the lands so acquired should be granted to the members in common or to individuals. One suggestion was that the entire land should be given over to a co-operative society and the grantees should be made members thereof, the ownership vesting only with the society. This did not find favour with the Committee who considered that it is better to assign to each one the land for his house, of course with a condition that he should not alienate it for a period of thirty years. Should, however, all these people make a co-operative effort in house-building, the Government, the Committee hopes, would be only too willing to help.

Assignment to be made individually.

Non-eviction of Harijans already housed and need for legislation.

Another matter that engaged the serious attention of the Committee was the problem of acquiring house-sites for those who are already accommodated in lands not of their own, but belonging to others—mostly their masters. In almost all cases and especially in wet areas, Harijans being agricultural labourers, the land owners have provided them with some piece of land on which they can put up their houses. So long as the labourer works under the master, the former can occupy the house but if on account of some misunderstanding or trouble he should cease to work under this master, he will be driven out at once or his house demolished. Such is the problem which concerns many of these people living in the wet areas. To an onlooker it may seem that these Harijans have sites of their own to live in, but a moment's enquiry will show that he is after all at the mercy of his landlord. The problem of finding accommodation for him elsewhere would be very difficult. It would therefore seem necessary and we recommend that some suitable legislation should be brought in to create a permanent tenancy in the land where the Harijan is living now, so that he might have some freedom and not be an eternal slave. This law, we suggest, may be on the lines of the Malabar Tenancy Act with suitable modifications. If it will work a hardship on the landlord, the Government may fix a reasonable rent or compensation.

Peculiar case of Malabar.

The question of Malabar in this respect is rather peculiar. Except for the two taluks of Palghat and Walluvanad, it differs from the other districts in that generally there is no *cheri* as such and all Harijans live individually in the garden land or *tope* belonging to their landlords. There is the Malabar Tenancy Act which grants the tenant a permanent tenancy if he has been occupying a particular place for ten years, provided he has put up a structure of his own. It is not easy for a tenant to prove that he built the house even if he had really built it. In some cases the masters

themselves have built the houses and the tenant is therefore not able to claim the benefits under the Act. Therefore, this law also requires modification. While provision should be made for non-eviction of these tenants even though they might not have put up a structure themselves, a general law enabling the Harijans to have a permanent right of occupancy should, we think, be enacted to help them to secure houses which they can call their own. Anticipating some such law, the landlords are even now evicting these people and the poor Harijans are experiencing a lot of hardship. We therefore recommend that Government should take steps immediately to remedy this state of affairs.

Conditions in South Kanara.

In the district of South Kanara the problem is slightly different from that elsewhere. Though the Harijans live in groups, not more than 10 to 15 houses can be found in one place. Most of them do not permanently reside there. Nearly 60 to 70 per cent go away to work in the plantations of Mysore. We understand that there are enough lands belonging to Government which can be made available to the Harijans. As a matter of fact the Government have started some colonies, of which the Sub-Committee saw one at Mudabidri. Here the colony is on a self-sufficient basis, nearly 50 cents to one acre of land being given to each family. They are thus provided with enough lands both for building and agricultural purposes. This is a very effective way of raising the standard of living and we hope the Government will continue to work in this direction throughout the district. By this not only all available land will be brought under cultivation, but all Harijans will be provided with the means of living as well. We understand that most of the fertile lands in the district are allowed to lie idle because of the prevalence of malaria. The eradication of this disease from this area would benefit not only the Harijans, but all other people. Even the Government would stand to gain from it. We, therefore, appeal to the Government to take early and effective steps to tackle this problem.

Five-year scheme for house-sites.

The Committee suggests that an all-round effort to provide house-sites be made in all the 25 districts in the course of five years. As regards the details for working the schemes, we have to base our calculations only on the available data mentioned above. There are at least 2,680 Harijan quarters of the 'A' group (where 50 families and more live), 358 of the 'B' group (where 30 to 50 families live), and 480 of the 'C' group (where less than 30 families live), that need immediate attention. This number, we think, is a very modest estimate and we fear that there may be double the number that may require extension. It is estimated that in the group 'A', there may be necessity for about 30 to 40 houses more in each *cheri*, in the 'B' group about 20 and in the 'C' group about 10. Thus we may require 107,200, 7,160 and 4,800 house-sites for the three groups respectively, or 120,000 house-sites in all. Calculating the area required for each house-site at 6 cents including the roads and other common amenities, the total area that has to be found will come to nearly 7,200 acres. The Government lands available for free distribution may be about 2,000—3,000 acres and the balance, namely, 4,000—5,000

acres will have to be acquired for this purpose. The cost of land is very difficult to estimate for want of sufficient data both as regards the extent as well as the nature of the land. Anyhow, if we are going to acquire at the rate of a thousand acres a year in addition to the Government lands available, which would give 24,000 house-sites or 1,000 for each district, we may be able to complete the scheme in the course of five years. Making allowance for wet and dry lands and taking the average cost of an acre of land at Rs. 1,000, we recommend that the total cost of Rs. 50 lakhs be provided from the sum of rupees one crore.

As stated already, should this prove insufficient, the Government should make it a point not to stop this work unless and until every Harijan family has been provided with some living space at least.

2. Housing.

House building and its necessity.

The second important item of work that engaged the attention of the Committee was the housing problem. Though its necessity or importance cannot be minimised, it is so huge that the Committee even felt like excluding it from its scope. But after considerable discussion regarding the benefits it might confer on the Harijans, the Committee felt that it should also be included in the Five-year Plan. While the housing problem even of the rich and the middle classes still remains unsolved in spite of their resources, it may be asked why one should attempt it in the case of these poor people. The answer is simple. A house gives the Harijan a status, it also develops a sense of ownership in him; he would automatically develop the responsibility of corporate life and last, but not the least, he would feel that even he can build and live in a house of his own. In addition to these benefits to the owner himself, it has also its repercussions on his neighbours who have not got houses of their own. He would serve as an example for the latter and would be an inducement for others to emulate. Apart from all these, if at all a scheme of this kind is to be started, this is the most appropriate time, as total prohibition is to be introduced throughout the Province in a very short time.

Each house to cost not more than Rs. 1,000.

Having decided upon the scheme, the question naturally arose as to the nature of the house to be provided, its cost, how it is to be met, how it is to be built and other similar details. The Registrar of Co-operative Societies who is also a member of our Committee, had sent up a scheme according to which each house would cost Rs. 2,500. The Committee felt that the cost was too much and decided that a suitable plan might be called for by the Government from the Engineering Department within a maximum limit of Rs. 1,000 per house. How the cost was to be met was the next question. After some discussion, it was agreed that 50 per cent of it should be given as grant from this Fund and the party should find the rest. This naturally took us to the agency for carrying out the scheme and there was absolute unanimity that only co-operative societies should be entrusted with this work.

Half the cost of construction to be given as a grant and the rest as loan.

The plot of land should be made over to the co-operative society and those that want to build should become members thereof by paying the necessary share capital, which may be 5 per cent of the total cost of the building or Rs. 50 per member. The society

will then get the grant from the Fund on his behalf and would lend him an equal amount, with which it will build for him the house. The amount lent by the society together with the interest will be recovered from him in easy instalments ranging over a period of 20 years. These monthly instalments may work out at Rs. 3 or Rs. 3-4-0. The societies will be registered as building co-operative societies so that they might get the loans and all other benefits from the Government. There are many advantages in this both for the Government and the members. While the Government have sufficient security for the money they lend, the occupier has enough check and control. He has to repay the instalments regularly on pain of being dispossessed. This automatically cultivates a habit of thrift in him. A copy of the model by-laws of such a House Building Co-operative Society is appended—Vide Appendix VIII.

Housing scheme to be continued permanently.

The Committee feels that this scheme should be a permanent one. In view of its enormity it cannot be completed in the course of five years and so it urges the Government to go on with the work. It is one of the schemes which benefit both the giver and the taker. There is no system of dole in it and as such there is no stigma attached to the taker. On the other hand, the scheme helps those that want to help themselves. Such model colonies should be started in each district and if possible in each taluk, so that the idea may spread easily. Worked on the basis of a colony of 20 houses for each taluk and computing the total number of taluks in the Province to be 150 roughly; 3,000 houses can be built in the first five years, at the rate of 30 colonies a year. If the scheme should work well as it is bound to, then, as we have already mentioned, it might be continued, the pace of construction being stepped up till all the Harijans are properly housed. These co-operative societies will not only help them in putting up houses but serve as a unifying force to get all their work carried out and their grievances redressed. We strongly recommend to the Government to help these societies with the necessary loans for the construction of the houses.

Housing problem in urban areas.

It was stated earlier that the two schemes of house-sites and house-building should be confined to villages alone. The Committee feels that it should express its opinion about the townsmen also and make recommendations regarding them to the Government. Most of the Harijans living in towns are either sweepers or scavengers or those employed in mills and factories. Casual labourers are comparatively few. The rickshaw pullers of Madras afford an example of the latter kind. As a matter of fact they have also addressed us for help from the One Crore Fund. Apart from this exceptional class which consists mostly of Harijans, there are not many unemployed or casual labourers in towns. We do not doubt or deny the fact that the present position of the town Harijans is quite as bad as that of the Harijans in the rural areas. But there are many advantages and amenities that they enjoy on account of their living in a town. They give their entire labour to the townsmen alone who enjoy the benefits. It is in the natural order of things that these people should be helped by the various institutions which they serve. For instance, it is the

Responsibility of townsmen and employers.

Madras Corporation or the Buckingham and Carnatic Mills that should be made to house their labourers. A housing scheme should be the first charge on their revenues. Things are already moving in that direction and if these bodies do not take it up, we feel that the Government should take early steps to compel them to do so. What we have said in regard to the two institutions above applies in general to all other bodies, whether municipal, panchayat, joint-stock company or otherwise. Certainly, in the case of quasi-Governmental bodies, the Government should help them to find enough resources by advancing them loans at cheap rates of interest. They should also loosen the red-tape and help them all, at the same time, if necessary, instead of making them wait in the queue to take their turn even for such essential schemes as scavengers' quarters, water-supply and drainage.

3. Water Supply.

Urgency of the problem.

The problem of finding enough and good water has been the prime cause of the insanitary condition of the Harijans. Though some efforts have been made to solve it, no systematic plan has been attempted yet. We feel that this work also needs immediate attention. Without good water, it is impossible for anyone to live a healthy life. The present position of the Harijans as far as water is concerned is really deplorable. We understand that the Government are planning a Rural Water Supply Scheme and setting apart a huge amount for it also. We hope that not only a moiety but even a greater proportion of it will go to these poor people who are the worst sufferers in this respect. We wish to bring to the notice of the Government that when sinking wells due consideration should be given to their proximity to the Harijan quarters. As far as possible these wells should be located in the Harijan quarters only, where the habitations of both castemen and Harijans are very near each other. By such a process alone can the Government achieve their object of unifying all the communities. There is also the Firka Development Scheme of the Government and we are reliably informed that in each firka a sum of half a lakh of rupees is to be spent on wells. Here again we request the authorities that due consideration be given to the Harijans not only by providing enough wells, but by locating all the wells in such a way that they may be easily accessible to the Harijans. We understand that some local contributions are expected for these wells. So far as Harijans are concerned we fell that this should be waived because they are absolutely poor.

Public wells to be dug in or near *cheris*.

The number of wells required is roughly 10,000 according to the statistics collected by the Labour Department (for all *cheris*, big and small). There are roughly 3,000 *cheris* of the 'A' group, 2,000 of the 'B' group and 5,000 of the 'C' group that have to be provided with wells. Unless a steady and uniform policy of expediting this scheme under well-planned auspices is adopted, this problem is not likely to be solved at all. A five-year plan at the rate of 2,000 wells a year should be our aim; but if this will be too much, at least a thousand wells a year may be undertaken so that this problem may be solved in ten years at the latest.

2,000 wells a year.

Here again we have to impress upon the Government the stand we have taken, namely, that this scheme can only be given a start from out of the one crore of rupees for which we have been asked to submit a scheme, but can never be undertaken entirely out of that. As a matter of fact, some of the members of the Committee felt like deleting this from the one crore scheme itself, because of the Government Rural Water-supply and the Firka Development Schemes. But in view of the enormity and importance of the problem, we felt that a portion at least of the One Crore Fund should be set apart for this purpose if only to show how we feel in this matter. The construction of wells is a technical matter and requires engineering skill. On that account if it is to be tagged on to the general engineering section of the Government, the work is not at all likely to be speeded up. We therefore request that a separate section manned by technical staff be created for this purpose to work under the Harijan Welfare Department that we are suggesting later in our report. Another point that we would like to stress in this connexion is that all departmental delay should be avoided and local help solicited, so that the work may be substantial and carried out in the shortest possible time. Government Water-supply and Firka Development Schemes.

Though the policy of the Government has been the provision of common wells, in some cases the wells that have been dug in Harijan quarters have been monopolised by one sub-sect amongst them to the detriment of the others that also live there. A second well had to be dug for the latter and thus the difference has been perpetuated. There have been many such cases, but our intention in referring to this is not to find fault with anybody but only to indicate that this should be borne in mind for future guidance in tackling this problem. Unless, therefore, we are vigilant, things are likely to take the usual course, which again would take us in the same old rut. When such is the case within this community itself, we need hardly bring to the notice of the Government the fact that the so-called public wells built out of public funds have all been monopolised by the caste Hindus and access denied to the Harijans. In any scheme of water-supply, therefore, we feel that sufficient precautions should be taken to prevent such happenings. Wells for different sub-sects.

As far as the construction of these wells is concerned, while the work should begin in the necessary places at once, statistics for the next set of wells should be prepared carefully and after due personal inspection. There may be other sources of water-supply that could be easily tapped and if so, that should be resorted to. So also there may be some dilapidated tanks and wells. These can be easily renovated and would save much time, money and labour. If two or three habitations can be clubbed together for a common source of water-supply, that should also be done, especially when the number of people living in that area is small. Further, the nature of the wells may vary according to local conditions, i.e., the soil, the availability of materials, etc. No hard and fast rule can be laid down. That is why an efficient officer has to be deputed to study the conditions and fix up all details. The one Various other sources of water-supply.

thing that has constantly to be borne in mind is the permanency of the structure and the need to ensure proper sanitary conditions around it. As mentioned already, this scheme has also to be on a wide scale, every district being benefited by it. The work should be started in all the districts simultaneously. The Committee also feels that as a general rule those quarters that have a greater Harijan population should get priority in the matter, due consideration being given of course to hard and exceptional cases. We recommend to the Government that a separate committee for rural water-supply be constituted wherein the representatives of the Government Rural Water-supply Scheme, the Firka Development Scheme, and the Harijan Welfare Water-supply Scheme can work together and all the activities in this direction co-ordinated with advantage.

Work to be started simultaneously in all districts.

Separate committee to co-ordinate the work of various agencies.

Contribution from Harijans may be waived.

Before closing our remarks on this subject, we would like to say a few words regarding the contribution payable by the Harijans themselves, though not of any substantial amount, at least as a token. Though such a thing is welcome and will be appreciated, yet in view of the general poverty of the community, the Committee feels that this need not be insisted upon. Wherever possible the Committee expects these people to come forward with offer of free labour at least.

4. Health and Sanitation.

Insanitary condition of the *cheris*.

Need for roads and pathways.

Even a casual visit to a single Harijan quarter would at once impress the on-looker with the fact that the standards of health and sanitation there are very low. The causes for this are not far to seek. Their very place of abode, their segregation, their ignorance, poverty and the utter neglect of these people by the Hindus in general have been the prime factors. To begin with, they have no access to their quarters from the common main road. They have to wade through wet fields, cross small canals in knee- or even thigh-deep water before they can approach their homes. In the rainy season it becomes absolutely impossible for them to cross over. If this is the case with men, what about women and children? Instances where children attempting to cross these small channels on their way to school have been drowned, were brought to our notice. They are thus absolutely isolated and it is an ordeal for them to come out of their homes. In the dry areas, however, though the water problem is not there, they have to walk through ground covered with thorny shrubs and plants as there is no well-laid path. At night the children and women are put to a considerable amount of suffering on this score. Coming to the *cheri* itself, the houses are built without any plan. There is so much congestion that there is neither light nor ventilation for each house, nor are the pathways leading to the houses straight and broad enough. They have all to be remodelled and built on a well-laid plan. A thorough replanning may not be necessary in all cases. Touching up here and there, making provision for light and air, removal and rebuilding of a few houses, may better their condition. This is as much necessary as building new and

Ill-planned houses also to be set right.

good quarters for them. Some attention bestowed on this will certainly yield good results. There are no proper drains or lavatories. Every inch of open space is being utilised for one purpose or another and the whole area is kept dirty. Near every house there is a manure pit which causes insanitation. These pits have to be removed to a separate place far away from their living quarters. Public conveniences and drainage have to be provided for each *cheri*. Otherwise it would be impossible to expect cleanliness, which is the first requisite for health. We have already referred to the dearth of drinking water. Though surrounded by water, they have no supply of drinking water. They therefore use the field water for this purpose also. **Public conveniences and drainage.** **Drinking water.**

The boys and girls have no room to move about or play. Even the school is located in a small place where there is not much open space. Every Harijan quarter should therefore have an open space preferably attached to the school where all children can play. There should also be a small park for the elders, especially womenfolk, where they can relax for a few hours at least. **Parks and play grounds.**

Another main cause of the insanitary condition of the *cheris* is the want of proper burial places. They have no access to the common village burial ground nor do all have one of their own. Even if they have one, there is no road leading to it. They have therefore to use their own quarters for this purpose and this should be avoided at all costs. **Burial grounds.**

In this connexion we have to bring to the notice of the Government the appalling condition of the *Chuckler* community. They are all Telugu-speaking people and though they are comparatively few in the Tamil country, they are spread over at least 80 per cent of the villages inhabited by Harijans. They form a very small minority and their condition is most pitiable. In most cases they possess no houses of their own nor any kind of property. They deserve the special attention of the Government and in any scheme of welfare work they should get precedence over every other sub-sect of the Harijan community. We would even go one step further and say that they are the Harijans amongst Harijans. Their counterpart in the Andhra area, however, are not so badly off. Yet they too are decidedly inferior in every respect and ought to be preferred in any kind of work for the amelioration of the Harijans. The reason why we had to mention them under this head is the age-long profession carried on by this class of people. They are the tanners and cobblers of the village and naturally their work is bound to be very dirty. They have to flay in their own homes every dead animal of the village. This automatically makes their houses as well as the surroundings unclean. Numerous complaints in this matter have been received by us. They are taken to task by the Health Department for carrying on this work in their very houses. It is for the Government to see that they are sufficiently helped in this matter. Already they are suffering a lot from want of employment. Almost all of them have forgotten the art of tanning which was once flourishing in every village but which has now passed into the hands of businessmen. This good village industry has practically been lost **Special disabilities of *Chucklers*.**

to the Harijans. It is therefore very essential that proper provision should be made for giving them all facilities at least for their work. This need was mainly felt in the Andhra areas. The best solution would be to provide a separate accommodation in each place where this work is going on, to which they can take the carcases for flaying purposes. It should be as far away from their habitations as possible and sufficiently screened from public gaze. If some provision in the shape of platforms and other conveniences could be made, it would be more helpful.

5. OCCUPATION.

Agriculture —the main occ.pation.

We may now turn our attention from their living conditions to their occupation. Most of the Harijans live in rural areas and are naturally agricultural labourers. As Dr. B. V. Narayanaswami Nayudu, the Economist, observes in his report on Rural Indebtedness, they are the agricultural proletariat. They form a part of that section of the rural population who neither possess lands of their own nor cultivate lands taken or held on lease. Due to lack of capital or enterprise or both, they remain mere wage-earners in the agricultural economy. It would be better to consider this problem in two sections, namely, the main and subsidiary occupations. The main and the only major occupation which is agriculture, does not engage the Harijan throughout the year; it therefore affords him ample leisure which he can utilize for other kinds of work. We will deal with this aspect in the next chapter. The present position of the Harijan as an agricultural labourer is far from satisfactory. There is no stipulation about his wages; there are no laws governing the mode and hours of his work. He is therefore purely at the mercy of his landlord and in fact though he is not called a slave, he is one for all practical purposes. He has no house of his own, because he is living in his master's land; he has no property; he earns very little, but spends more; he therefore borrows from his master whose grip over him tightens. He is not able to repay the debt and it becomes a family debt. It passes on to his son and there is no hope of any redemption for him for generations. Something must be done to better his lot. His wages should be stabilised with reference to the cost of living. The Committee felt that this problem, though quite important, was too wide for investigation and therefore felt that it should stop with merely recommending to the Government that suitable legislation should be speedily enacted in the direction of the fixing of a minimum wage, the division of the produce between the owner and the cultivator, the permanency of the tenure and the conditions of service. In this connexion the Committee welcomes the proposals contained in the Bill drafted in January 1946, by the Government of India in the Labour Department, as a step in the right direction.

Fixation of minimum wage, permanency of tenure, etc.

His aspirations

It should also be borne in mind that the mere passing of the Wages Act will not satisfy the honest labourer. He would certainly cherish the idea of his becoming the landlord himself at least in the distant future. Such an ambition is but proper and should be expected in the natural course of things. Scope should

therefore be afforded for the fulfilment of this ambition also. It is on these lines that we make the following proposals for the acceptance of the Government.

Assignment of waste lands.

There are now large areas of cultivable waste lands available with the Government. Though they have not been assigned to individuals, yet some have been temporarily alienated to cultivators for the purpose of growing more food. What we would suggest is that in the final disposal of these lands which have already been brought under cultivation, or are yet to be brought under cultivation, the claim of these landless Harijan labourers should be given due consideration. Apart from their being the poorest which alone entitles them to this, if we want this community to come up and take its proper place in society, it can only be by raising their status in society. Ownership of land, however small it might be, certainly does confer that status, and for this purpose also it becomes necessary that the Government should treat these people as entitled to greater preference. If all the available lands cannot be given, at least 50 per cent of them should be reserved for the Harijans and it is only the landless amongst them that should be given this benefit.

Individual assignment and separate cultivation.

If these lands are to be given to the Harijans, then, how are they to be distributed? As in the case of house-sites the question arose as to whether these lands are to be given to a common agency and cultivated commonly, or whether they are to be given to individuals and cultivated by them in common, or whether both the assignment and cultivation should be individual only. The Committee was of opinion that the assignment by the Government should be made only to the individual, but subject to the condition that he should not alienate it for 20 years. So also the Committee felt that the cultivation should be left to him and that the Government should start co-operative tenancy societies for the purpose. Sri A. Karunakara Menon was, however, of the opinion that assignment of lands should be as far as possible in favour of colonies registered as co-operative societies. The societies may in their turn divide the blocks into plots and sub-let them to members. This will prevent the evil of alienation by members by mortgage, sale or otherwise. The tenancy is to be hereditary with well-defined and acceptable conditions. This will also preserve economic holdings and prevent subdivisions. There is scope for individual efforts also. Sri L. N. Gopalaswami opposed both individual assignment and individual cultivation, as, in his opinion, the Harijan for whose benefit all this is being done would not derive any tangible benefit out of it, if the lands were individually distributed. He pointed out that this would give an easy opportunity to the monied farmer to get the benefit of it, though for all outward purposes the land would still be in the name of the Harijan himself. So also it would be impossible for him to improve the lands assigned to him for cultivation as he has neither the requisite capital nor resources.

Mere assignment not effective.

The assignment of lands to Harijans is not a new thing. It has been going on for the last 20 years, though not on any planned basis. From a perusal of the Administration Reports of the

Labour Department it would be seen that even out of the lands so assigned not much has been brought under cultivation. This is probably because of the lack of effort and money needed for their reclamation. Mere assignment will not serve the purpose. Ways and means have also to be devised to bring in as much land as possible under cultivation, so that it might benefit not only the tiller but the whole community as well.

Improved methods of farming.

Another essential thing that has to be considered is the improvement to the present methods of agriculture. The average yield per acre in our country is far less than that in other advanced countries and unless we improve our methods, the problem cannot be effectively tackled. This is a problem that concerns not only the Harijans but all agriculturists and we need not dilate upon it further.

***Lanka* lands.**

There is a peculiar type of good agricultural land in the Andhra districts known as *lanka* lands. On the beds of the river Godavari and Kistna after heavy floods islands are formed by the deposit of alluvial soil. Such floods occur only once in 4 or 5 years. Ordinarily, water does not rise up to that level. These lands therefore are very good for cultivation. All kinds of crops are grown there, especially tobacco which yields a very good income. Of course, there is always the danger of the floods completely destroying everything. All the same, the competition for these lands has been very great. The Government lease them out by auction to the highest bidder. Year after year the amount goes up. Harijans demand that these lands should be given for cultivation to them *alone*. They do not want it free. If the lands are auctioned, it will be impossible for them to bid, as many rich people will compete with them. In some cases, they may be coerced also into not bidding. What they want therefore is that these lands may be given to the poor landless Harijans on a fixed rent based upon the average rental of the last 5 years. This request is very reasonable and we recommend it to the Government for favourable consideration. Further, the Farm Labourers' Co-operative Society has taken some root in the Andhra area. Co-operative farming is being done there and is working well. We are therefore of the opinion that wherever these *lanka* lands are available, the Government might easily form co-operative societies to which they may be transferred for cultivation by Harijans.

6. Subsidiary Occupations.

Agriculture keeps Harijans busy only for a few months in the year.

As we have already mentioned agricultural operations keep the Harijans employed only for 7 to 8 months in the year, and even during this period they are not fully occupied. Except for two or three months when they will be fully engaged, during the remaining period they have hardly work for more than two to three hours a day. They practically waste the rest of the time. The once flourishing village crafts and occupations have all gone and in almost all places they are without any kind of work whatsoever. The weaving industry which was flourishing amongst the Harijan community has practically disappeared. Tanning in houses has

also shared the same fate, though there are some traces of it left. They now flay the animal and sell the hide to the merchant in the nearest *shandy*, who in turn takes it out to the tannery. The whole profit is thereby lost to the Harijans in addition to the loss of the art itself.

Spinning ought to be a good house craft that could do much to help them. This and similar occupations have not only to be introduced in their midst but sufficient propaganda carried on in this behalf. Spinning, weaving, village carpentry, tanning and leather work, basket making, button making, mat weaving, coir making, canning and food preservation are some of the crafts that can easily be introduced and by which they can substantially augment their resources. There was a suggestion that large scale industries might be started by the Government to provide them employment. But the Committee doubted whether it would be advantageous and would suit their rural conditions. The Committee, therefore, was of opinion that this may be left to private enterprise and subsidized by the Government, if necessary. Cottage industries to p ovide part-time employment.

The introduction of these handicrafts among Harijans is not easy. First of all, there should be a sufficient number of persons trained in these crafts who can not only teach them, but also evince sufficient interest in promoting them. Industrial education therefore is an absolute necessity not only for the Harijans but other persons as well. The educational system itself has to be thoroughly re-organized so as to provide ample scope for every one to get himself trained in some kind of industry or other. Unfortunately, we have no such schools. But we hope that the Government will soon provide them. Under that scheme, even though it may take a long time for each village to get a school, we can expect at least one for each taluk immediately. The Government could then consider favourably the claims of Harijans for admission into those industrial schools. The Committee recommends that at least 40 per cent of the seats may be reserved for the Harijans in all industrial schools. Industrial and technical training.

7. Unemployment.

Unemployment amongst Harijans in general has already been dealt with in the previous chapter, namely, Occupation (main and subsidiary). The communal Government Order together with the special treatment meted out to them has enabled fully qualified Harijans to find good jobs. But many of the less fortunate boys who have taken to education have not been able to complete their course. More than 50 per cent stop with the lower classes, while nearly 30 to 40 per cent stop with secondary education. They are therefore in a very unenviable position. They are neither able to get jobs under the Government nor do they take to manual labour. The lot of these people is really pitiable; they should therefore be helped by the Government. They may be given preference in all inferior services. Quasi-Government bodies like the district boards and the municipalities should also come to their rescue. With such help and in due course, we hope, the community will be able to Plight of Harijans with very little education.

compete with the rest on equal terms; for intelligence, skill and capacity are not the monopoly of any particular community, and given enough opportunities, the Harijan is sure to give as much proof of his capacity as anyone else.

8. INDEBTEDNESS.

Heavy indebtedness of Harijans.

The indebtedness of this community is proverbial. There is scarcely a Harijan in the rural areas (especially of the labouring class) who is not heavily in debt. He is able to command credit because of his capacity to labour and his honesty. Money-lenders have not hesitated to exploit his honesty and ignorance to keep him down. The interest charged is exorbitant, ranging from 36 to 200 per cent. Besides the professional money-lender, the petty shop-keeper, the master whom he serves and all others have adopted the same tactics to their advantage. What else can be the reason for the fact that while all other classes of agriculturists have reduced their debts by 12 to 40 per cent during the boom period of War, it is only the landless labourer that has increased his debts by 45 per cent? The total debts of the agricultural landless labourers of the Province (including the caste Hindus) in 1945 have been estimated at Rs. $5\frac{1}{2}$ crores. Compared to the total debts of Rs. $217\frac{3}{4}$ crores of the agriculturists as a whole in our Province, this is not very large. But the fact that the whole of it is unsecured should not be forgotten. Therefore the question of relief or scaling down cannot apply to such cases. A debt when once it is incurred is always kept at the highest level for two reasons, namely, that the limit of borrowing is always very small and the interest which is never paid goes on accumulating to keep it at that level. This is a very important matter as it concerns not only the Harijans but other similar persons also. Our report will not be complete if we do not make mention at least of this main fact which is, as it were, the fundamental pivot on which the economic condition of the Harijan rests. His caste inferiority and ignorance make the problem more acute for him. There can be no redemption for him unless his debt is wiped out and he is prevented from incurring it in future. Any economic structure that is not based on this fundamental principle will collapse like a house of cards. It therefore behoves the Government to tackle this problem as early as possible. As observed already, the debt is increasing every year. The increase in wage has not helped him and unless some drastic steps by way of legislation are undertaken, there can be no improvement.

Want of employment, expensive habits and customs, etc.

Some members of the Committee felt that the oppression of the caste Hindus was mainly responsible for the miserable economic condition of the Harijans. No doubt this kind of oppression was in existence, but it is not now as rigorous as before. The main reasons for the indebtedness of this community are some of their customs and habits which make it impossible for them to balance their budgets. As has been pointed out on more than one occasion, they have no employment for practically half the year and it is but natural that their income during these periods

is at the lowest. They have then to depend upon their masters for an advance towards their future salary. If they have already borrowed from their masters, they have to resort to the money-lender. The expenditure incurred in celebrating marriages and funerals is absolutely out of proportion to the income of the family. They borrow at 24 to 36 per cent and sometimes even at 100 per cent to spend on drink, gambling and other unnecessary items. All these put together bleed the Harijan white and before the next agricultural season begins, he is absolutely immersed in debt and his earnings may not be sufficient even to meet the interest charges. How can he ever think of a good meal or decent clothes with the creditor at his door? He repays something only to borrow a still larger sum if he could. It is therefore very necessary to educate the Harijan on the evils of the drink habit and the need to curtail unnecessary expenditure. Propaganda should be carried on to promote habits of thrift through hundi boxes, compulsory saving schemes, etc. Now that the Government propose to enforce total prohibition in all the districts in another year, this opportunity should be utilized to educate the Harijan on the right lines so that his standard of living might appreciably improve.

9. Standard of Living.

Need to raise present low standard of living.

One of the questions that were issued was about the standard of living of this community. There can be no doubt that it is at the lowest level. Our object in framing this question was to invite suggestions regarding the betterment of their standard. But we have not received so far any definite suggestions. The standard of living varies not only with men but also with the places and the environments in which they live. Good education, increased earnings, cultural enlightenment and the cultivation of a proper sense of values would, in our opinion, raise their standard of living.

10. Education.

Low level of literacy amongst them.

In the field of education the Harijan occupies the lowest place obviously because he has been too long neglected. In our country, the general level of literacy itself is so low that any reform that we resort to should be not only for the Harijans but for the entire community as well. Our present educational system has been far from satisfactory. With the advent of independence, we hope new and fresh channels for educating the whole mass of our population will be taken in hand. We feel that the Harijan should no longer suffer from the serious handicaps that have been his lot to put up with all these years.

Real education.

There is no doubt that universal compulsory education is going to be the order of the day and this community will also share its benefits. Under such a system of education, we feel that the technical aspect which will add to the dignity of manual labour will have its proper place. So far as primary schools are concerned, we will discuss them later under "Educational Activities of the Labour Department." Here we propose only to discuss problems of

general interest. Education in its proper sense, would and should mean not only the three R's but sufficient knowledge of every day life. What we mean by this is that general adult education is as necessary as child education. On the one hand, while it is much easier to educate an adult, on the other it will make the parent also education-minded. It is for the Government to devise ways and means for the spreading of adult education which is so necessary for this community. Another aspect which we would like to bring to the notice of the Government is *education through the senses.* The eye and the ear can certainly be utilized by one who has not been blessed with the so-called power to read and write. Magic lanterns, cinema shows, radio talks, entertainments and *Harikatha kalakshepams* are methods by which education of the proper type can be imparted to grown-up men and women. Perhaps it is through the senses that education is more easily imparted than in the ordinary way. Sufficient work in this direction has not been done and we urge upon the Government to adopt these methods. Another general feature that we have been able to notice amongst the Harijans is the presence of a number of boys and girls who have been able to study in the schools up to the 5th standard and who, because of the want of proper resources or for some other reasons, have not been able to advance further or benefit by it. Having settled down in life and having taken to manual labour, unless they are given some scope to keep in touch with the letters, most of them will lapse back into illiteracy and the precious five years they have put in schools will go to waste. Ways and means have therefore to be found to help them to keep in touch not only with the alphabets which they have learnt, but also with the changing conditions of the world.

General adult education.

Education through the senses.

Travelling libraries, reading rooms, etc.

We suggest, therefore, that a small library be attached to each school in the Harijan quarters and a travelling van set up by which books can be carried and distributed among all these people. This may, as it were, be a Moving Circulating Library. Books may be issued on some day in the week to each place, while those issued the previous week can be got back. Wherever possible small reading rooms should be started in the *cheris* and daily newspapers and magazines supplied. Moving cinemas, magic lantern shows and entertainments should also be arranged for occasionally to keep them in touch with current affairs.

Books to be specially written for rural folk.

The books distributed by the touring vans should be of real use to the rural folk. They should be simple books, wherein everything necessary for the villager can be found. We are sorry to say that in spite of the advancement in book-writing, authors have not chosen to write such books. It would be worthwhile *even at some cost* to get such books written by competent persons in all the provincial languages on all matters that will be really useful to the villagers, and more so to the Harijans. If such publications could be brought about, they would by themselves go a long way to solve this problem. Certainly religious books should also have their place. While there are great works on our religion and philosophy, we lack such books that can explain our religion to

the common man in a simple manner. If really we want the man in the street to know the fundamentals of our religion, it is no use confronting him with all the different systems of philosophy which only go to confuse him. We should, on the other hand, make it very easy for him to understand our religion and more so comparative religion. If that could be achieved, any amount of labour spent on it will not be a waste.

Fundamentals of our religion.

11. Medical Help.

Lack of medical facilities in villages.

Medical facilities are not available in the Harijan quarters. It is true that the whole of our rural population has not be blessed with any kind of help in this direction. Much more so is this the case with the Harijans. We will be failing in our duty if we do not bring it to the notice of the Government that for miles from the Harijan quarters there is not even a single dispensary or hospital, not to speak of maternity homes; many lives that could otherwise have been saved, are lost for want of these facilities. On account of this they have to resort to the quacks who do more harm than good. The whole system of medical help should be organized from the rural area upwards and not *vice versa*, as is happening now. While there are ample facilities and opportunities for the rich and the educated living in towns, the poor unsophisticated villager has only to depend upon God to help him in case of sickness or disease. It is not surprising, therefore, that the death rate amongst them is so heavy. Recently we found in the papers mention of the fall in the death rate of Madras City. It is doubtful whether any such statistics are prepared for the rural areas where thousands die unheard of. We have dealt with this problem at such length only to bring home to the Government the seriousness of the situation. Ways and means have to be devised to see that proper medical help is made available to these poor people. If dispensaries and hospitals cannot be located immediately, it should certainly be possible for the Government to have Travelling Medical Vans with sufficient equipment, which can go round all these villages at least once a week and give necessary help. A doctor and a midwife can be put in charge of this van and it should be possible for them to cover at least 30 to 40 villages in a week. Steps should also be taken to locate one dispensary at least in a central place to cover an area with a population of five thousand Harijans. Bearing in mind the importance of this problem, the Committee has set apart a portion of the sum of one crore of rupees towards this amenity. There is no need to say that this would be only a drop in the ocean; yet in the hope that the Government will extend such kind of activity, we desire to make a beginning. Already we hear that there are proposals before the Government for starting such medical units for the rural areas and the Committee will be only too glad to follow the lead taken in this matter. Any such scheme of the Government worked out by persons well versed in that line may be adopted with advantage.

Heavy mortality.

Travelling Medical Vans and Central Dispensaries.

12. Special Disabilities.

The disabilities under which these people are suffering are many and varied. The prime cause of these is the age-long oppression, which we find is slowly disappearing. Here we do not propose to deal with those disabilities that have now been removed by the various enactments on the working of which we have been specifically called upon to report. But we have to bring to the notice of the Government certain specific disabilities, as it is absolutely necessary to have them redressed as early as possible.

Necessity for proper distribution of foodstuffs and clothing. The first thing we would like to mention is the lack of proper distribution of food and clothing. The poverty and ignorance of the Harijans are exploited by the merchants and as a consequence the supply of these prime necessities is neither adequate nor satisfactory. To a certain extent this has been minimised by licences both for the grain and cloth shops being given to the Harijans themselves. But the problem is still there and we request the Government to enquire into the matter and render speedy justice. The merchants are really responsible for the maldistribution. Some special methods like the running of shops by the Government themselves or the manning of those shops by people well known for their sympathy should be undertaken.

Village *panchayats*. Particular grievances in certain areas have also been brought to our notice. For instance, in the Madura district it seems that the local *panchayats* which decide caste disputes are very insolent in their behaviour towards the Harijans. In any dispute between a caste Hindu and a Harijan, even in cases where the former is the oppressor and accused, and is called upon to answer a charge, he does not appear in person before the *panchayat* but nominates his own Harijan representative as his proxy at the enquiry. This is only a typical instance of the insolence prevalent in the village manned by these arrogant caste *panchayatdars*. Enquiries have to be made and such things done away with.

Slave trade in South Kanara. In the district of South Kanara, we understand that a sort of slave trade is still going on. In Kasaragod taluk even to-day some of the *jenmis* who have got under them a number of Harijan labourers sell them to some other *jenmi* for a definite period during which they have to work under the transferee, the consideration being a lump sum of money to be paid to him by the transferee *jenmi*. The Harijan labourers so transferred get absolutely nothing in this transaction. They are so to say chattel owned by the former *jenmi* and lent to the latter at the former's sweet will and pleasure. To think of such a thing in the twentieth century is really abhorring. It has not been possible for the Sub-Committee to visit the place itself because it was situated in the interior but complaints have been received about this. The matter has already reached the Government and the local Labour Officer has been asked to make a report. But we are afraid that unless serious attention is given to this matter, this thing is not likely to be put an end to. We, therefore, recommend this for the immediate attention of the Government.

Another special grievance is the absolute inadequacy of the wages and the bad treatment given to the Harijan labourers who are imported into the plantation areas. Among other areas we would make specific mention of the Mysore-South Kanara border. Every year thousands of labourers are taken over to those places. They are promised substantial sums of money and an initial advance is also given to tempt them. The way in which they are being taken over to the hills, the manner in which they are treated there, and the absolute indifference of the authorities towards these people are beyond description. Here again the initial debt makes them permanent slaves of the labour contractors from whom they are not able to extricate themselves. We recommend that proper enquiries be instituted into this grievance also and speedy justice rendered.

Harijan labourers in plantations.

VI.—FIVE-YEAR PLAN.

Having regard to the considerations set forth above, we recommend the following Five-year Plan :—

Programme of work for the first year.

First year.—Investigation of the needs of Harijan localities on the following lines :—

(i) Name of the Harijan quarters, main village, taluk and district.

(ii) Number of Harijan houses and population.

(iii) Total population of the entire village.

(iv) Distance to the nearest main road and description of the approach road. (Specify whether a new road has to be laid or the existing one repaired).

(v) Whether housing accommodation is enough in the *cheri;* if not, how many families are without houses. (Give exact number).

Nature of investigation.

(vi) (*a*) Are Government or private lands available?

(*b*) What area would be required for extension at the rate of at least 3 cents per house in wet areas and 5 cents in dry areas, excluding provision for common roads, pathways, schools, playgrounds, public conveniences, etc., sufficient provision being made for increase in population?

(*c*) What would be the approximate cost of an acre of land?

(*d*) Are lands available in or near caste Hindu quarters?

(*e*) What is the number of persons who will be able to join a co-operative society for house building, paying an initial deposit of Rs. 50 immediately and a monthly rental of Rs. 3-8-0 for 20 years?

(vii) (*a*) What is the present source of their water-supply?

(*b*) Is there a common well near by?

(*c*) Is there any well in any other Harijan quarters close by?

(*d*) What would be the cost of constructing a drinking water well in that locality? (Please prepare a rough estimate in consultation with a technical man).

(viii) Is there a burial ground for the *cheri* and a pathway leading to it? If not, what area would be required for both and what would it cost?

(ix) Are there public conveniences? If not, what would be the approximate cost of constructing them?

(x) Is there enough open space to be used as a playground for children? If not, can any neighbouring locality be acquired for this purpose?

(xi) What is the present occupation of the people and the average income per family?

(xii) Is any subsidiary occupation being carried on in the *cheri*? If so, how many are engaged in it and what is their average income? Give a description of the occupations.

(xiii) (*a*) Are there any co-operative societies in that locality (both credit as well as non-credit)?

(*b*) Are there labour societies in that area?

(xiv) (*a*) Are there any schools in the Harijan quarters?

(*b*) How many boys and girls attend them?

(*c*) What is the total number of school-going children in that area?

(*d*) Is it a compulsory area and if so, what is the percentage of attendance?

(*e*) Where is the nearest common school? How many children attend the common school?

(*f*) Is there any provision for midday meals for Harijan children in the common schools?

(*g*) Will it be possible to take these children to common schools by the appointment of a conductor? How many boys are reading in the High School and College classes from that locality?

(*h*) What is the number of persons living in that place who have got themselves educated up to the 5th standard and have got into other work?

(xv) What is the nature of medical help available and where is the nearest dispensary or hospital?

Available information. This information may be gathered on the basis of the statistics already collected by the Labour Department in all the districts. This requires only verification. It should therefore be possible to finish this investigation during the first six months. The rest of the year may be devoted to tabulation and preparation of plans and estimates with the help of technical people, so that the whole thing may be ready to be put into operation at the end of the year. If, as we expect, the new department is started and technical men taken in, then the work will be much simplified.

Programme for the next four years. After all these estimates are got, we suggest the following programme for *each of the next four years* :—

(*a*) Acquisition of 25,000 house-sites in all; about 1,000 for each district;

(*b*) Starting of colonies of 20 to 30 houses each, one in every district;

(c) sinking of one-hundred wells in each district;

(d) starting of 10 Cottage Industries Co-operative Societies in each district for the various crafts;

(e) provision of one travelling van for each district equipped with a library, a magic lantern, a gramophone, etc., with the headquarters in a place most thickly populated by Harijans;

(f) acquisition of lands for pathways, playgrounds for children and burial grounds and provision of public conveniences; and

(g) establishment of three medical units in three selected districts.

At the end of this period of five years it will be worth while to examine all these questions afresh. By that time we hope that a lakh of house-sites, four model housing colonies in each district, 10,000 wells, 1,000 co-operative societies for development of handicrafts, a propaganda van for each taluk and a medical unit for every two districts, if not for each, would have been established. In the light of the difficulties experienced, we can then plan to get over them.

VII.—SCHEME FOR THE IMMEDIATE UTILIZATION OF ONE CRORE OF RUPEES.

'Education' excluded from the scheme.

Having enumerated in our report the various needs of the Harijans and having come to the conclusion that the help to be rendered to the rural areas is urgent, we make the following recommendations for the immediate utilization of the one crore of rupees allotted by the Government for Harijan welfare work. We may mention at the outset that we have excluded ' Education ' from this one crore, not because it is unnecessary, but because the amount will not be sufficient even for such immediate necessities as accommodation, house building, wells, sanitation and medical help. We expect the Government to provide separately for compulsory elementary education. The budget allotment of Rs. 40—50 lakhs every year towards the educational work now being carried on by the Labour Department has also influenced us in arriving at this decision. We accordingly allocate the sum of one crore of rupees as noted below.

Execution of the scheme and the new Department.

The execution of this scheme can at present be entrusted only to the Labour Department, unless the Government simultaneously issue orders for the establishment of a separate department (to be known as the Harijan Welfare Department) as recommended by the Committee. The inadequate staff at present maintained by the Department of Labour and the want of sufficient technical men to carry on the several items of work will make it difficult for that Department to cope with this great volume of work. We, therefore, expect that the Government would approve of our scheme, as also our recommendation to create a separate department for this purpose. The Committee feels that even if it is to be delayed by a few months, it would be better to have the scheme

carried out efficiently through proper technical men and under the guidance of competent persons, rather than spend away the money immediately without sufficient guidance and supervision. We would reiterate that this one crore of rupees should be regarded as a mere nucleus. As and when need and occasion require, more and more allotment, we hope, will be forthcoming, so that in the course of a few years the distinction between the Harijans and the caste Hindus may be effaced for ever.

Item No. (1)—House-sites.

Allotment—Rs. 50 *lakhs.*

The acquisition of house-sites should have precedence over everything else. A separate Land Acquisition Officer to work under the Harijan Welfare Department should be appointed forthwith. The present system of acquisition through the Collectors and the Revenue Divisional Officers has been responsible for inordinate delays. Though we have proposed a detailed investigation of all the items in the first year, so far as this work is concerned we understand that there are enough places where investigations have been completed and which are waiting to be acquired. Such cases can immediately be taken up by this officer and speedy action taken. The need for the extension of house-sites has been felt in nearly 3,500 places. Though the exact number of house-sites required in each place has not been ascertained, at a very modest estimate we are sure that at least 120,000 house-sites would be necessary, and we hope it will be possible to give them this help at least before the end of the five years. One lakh and twenty thousand house-sites would mean nearly 7,000—8,000 acres. Granting that about 2,000—3,000 acres will be available from the Government for free assignment, the rest will have to be acquired. The average cost per acre may range between Rs. 1,000 and Rs. 1,500 and we hope the amount of Rs. 50 lakhs we have set apart for this purpose will cover a substantial part of it.

Item No. (2)—Housing.

Allotment—Rs. 15 *lakhs.*

Nothing would please a family man more than a decent house to live in which he can leave to his children. It may not be possible to provide all people with houses. However, we propose to start a scheme for building cheap houses and that only in such places where people can and are willing to make a contribution from their own earnings. We suggest to the Government to have plans and estimates prepared by competent persons so that each house may not cost more than Rs. 1,000. After such plans are prepared, a suitable place in each district can be chosen for the starting of such a colony. Deserving persons may be taken as members, and when once about 20—30 people of that type have come in, a colony should be started on a co-operative basis for them. In the course of a year, we should be able to build at least

one colony for each district. In the light of the experience thus gained additions and alterations to the scheme could be made in the subsequent years. Our ambition is to have at least *one such colony in each taluk.* The amount allotted for this purpose is Rs. 15,00,000. The proposal is to give each person one half of the value of the house as a grant from the sum of one crore of rupees and the other half as a loan from the Co-operative Building Society to be repaid in easy instalments. A grant of Rs. 500 for each house, 20—30 houses per colony and five colonies in each district is the plan under this head for five years. We also request the Government to sanction the necessary loans to these societies.

ITEM NO. (3)—WATER-SUPPLY.

Allotment—Rs. 10 lakhs.

Our aim is to have a drinking-water well in each Harijan quarter within the five-year period. In the hope that many wells in the caste Hindu quarters may be thrown open to the Harijans and bearing in mind the fact that the Government are having a big scheme of water-supply, we have allotted to this item only a small sum of Rs. 10 lakhs. It should be possible to construct wells in such a manner that they may serve not only the caste Hindus but the Harijans as well. That will depend upon the persons who are put in charge of the location of these wells and their construction. This Committee feels that it should have a voice in the general well construction scheme also so that much benefit may accrue to the Harijans. The cost of a well may vary from Rs. 500 to Rs. 3,000, and unless actual estimates are prepared, there is no use in forecasting or preparing a budget. What we can now give is the approximate number of wells needed, which has been calculated as 10,000 by the Labour Department. Here again we hope that as and when occasion requires the Government would sanction more and more funds.

ITEM NO. (4)—HEALTH AND SANITATION.

Allotment—Rs. 5 lakhs.

The allotment under this head is to be utilized for the following purposes :—

(*a*) Acquisition of sites for public conveniences, playgrounds, pathways, burial grounds, flaying places, etc. and putting up of necessary structures thereon ;

(*b*) general propaganda by means of lectures, cinema shows, magic lanterns and entertainments ;

(*c*) starting of Travelling Libraries from which books can be lent to the villagers once a week ; and

(*d*) arranging for the publication of small readable books containing information necessary for the villagers on subjects like

health, food, disease, sanitation, religion, agriculture and rural industries.

Note.—The two items (*b*) and (*c*) can be combined into one by the use of a van to serve both the purposes. A fully equipped motor van with a magic lantern, a gramophone and records, with a propagandist can easily cover 4 to 5 villages a day. Visiting each place once a fortnight, at least 60 to 70 villages can be visited every month. The result of this propaganda for a period of one year may be watched and in the light of the experience gained, the scheme may be modified in the coming years.

ITEM NO. (5)—COTTAGE INDUSTRIES.

Allotment—Rs. 10 *lakhs.*

The need for rural industries to help the villager during his spare hours cannot be over-estimated. Industries that are already going on in their areas should be picked up first and help given to these people by way of equipment, purchase of raw materials and finding a market for the goods produced. Even now such of the articles as are made by them may be purchased at a decent price from the producers and sold at a place where there is a market for them, though the Government might lose something in the process. We understand that such a scheme is working in the Cochin State. Details may be called for or some one deputed to study it. This is one of the ways of helping the Harijans. There is another way of helping them, namely, by inducing all those workers to join a common organization like a co-operative society and giving them a grant to cover the equipment charges. Supposing it is the weaving industry that we want to help, then all the implements necessary for the purpose may be given as a grant to the society and each member may be permitted to work a loom under the society free. This will apply to the other handicrafts also. By this we will not only relieve him of a big capital expenditure (which he always finds it difficult to meet), but will help him to get more profit. To such cottage industries societies that may be started we recommend that grants be given according to their needs. The Registrar of Co-operative Societies has a plan for the starting of some Leather Co-operative Societies in the Province and it is estimated that the equipment grant needed for a society consisting of 30 workers will be about Rs. 3,000. An equal amount may be necessary for the other industries that we have suggested in our report, but the actual figure can be decided only by the local men who are to be in charge of the work. Roughly estimating that about 100 such societies would be started every year, we have calculated the annual grant to be about Rs. 2,50,000. At this rate our allotment may suffice for four years. These societies need not necessarily be confined to the production side. They may also be organized for the purchase of raw materials and sale of the finished goods. The District Cottage Industries Emporia run by the Government may be utilized for this purpose and all the articles produced in the district may not only be exhibited but also put on sale there. All these co-operatives may be worked through the Co-operative Department.

ITEM NO. (6)—MEDICAL HELP.

Allotment—Rs. 10 lakhs.

This again is a scheme that requires technical men for execution as well as planning. We understand that the Government are arranging for medical amenities to rural people in general. We suggest that it may be tried for Harijan quarters also. The mobile units that we are now suggesting should be confined to the Harijan quarters. The headquarters of each unit should be located at a central place where there should also be a small dispensary attached. A midwife and a doctor should visit at least five villages a day and should cover not less than 30 villages a week. We have roughly estimated the cost of a unit at Rs. 94,000 for both the recurring and non-recurring expenditure. From the amount we have allotted such work can be started in one place for every two districts or say about 10 to 12 places in all.

The cost of a single unit is worked out as follows :—

	Non-recurring. RS.
Building (with quarters for midwife only).	12,500
Van	10,000
Equipment	5,000
Other unforeseen items	1,100
Total ..	28,600

	Recurring. (Expenditure for one year.) RS.
A. Staff—	
Doctor—Rs. 200 × 12	2,400
Compounder—Rs. 60 × 12	720
Nurse or midwife—Rs. 60 × 12 ..	720
Driver—Rs. 60 × 12	720
Servant—Rs. 35 × 12	420
	4,980
B. Medicines—Rs. 500 × 12	6,000
C. Petrol and other charges—Rs. 125 × 12.	1,500
D. Other items—Rs. 50 × 12	600
Total ..	13,080

For five years = Rs. 13,080 × 5 = Rs. 65,400.

	RS.
Total of both recurring and non-recurring expenditure	94,000

The estimate is only a rough and ready one and can be modified or deviated from in any respect as and when necessary.

ABSTRACT OF ITEMS.

		RS.
1.	House-sites	50,00,000
2.	House-building	15,00,000
3.	Water-supply	10,00,000
4.	Cottage industries	10,00,000
5.	Health and sanitation ..	5,00,000
6.	Medical help	10,00,000
	Total ..	1,00,00,000

OUR TARGET.

Our target for this period of five years is as follows :—

100,000 house-sites.
3,000 houses.
10,000 wells.
400 Cottage Industries Co-operative Societies.
100 Travelling Library *cum* Propaganda Vans.
10 Medical centres each with a Travelling Van.

THE LABOUR DEPARTMENT.

(*Reference No. II.*)

History of Labour Department. The second point that has been referred to us is the question of improving the Harijan welfare work now carried on by the Labour Department. Before we can make any suggestions in this respect it is necessary for us to know how this Department is working at present. As we have had occasion to observe before, the Madras Government were the first to start this work as early as 1920 and it has now been going on for years. Originally it began with a Special Officer (a senior Civilian) for the Depressed Classes and for some years its activities were confined to Harijan uplift. There was a large staff appointed in all the districts to collect the requisite statistics and investigate into the grievances of the Depressed Classes. As a result many schools were opened in the *cheris*; a considerable number of co-operative societies were also started for their benefit. But in the year 1931–32 all the special staff was retrenched and even the post of the Labour Commissioner (as he came to be styled) was abolished and the work entrusted to a member of the Board of Revenue.

Acquisition of house-sites. In the year 1934 the Commissioner of Labour was reappointed to carry on the work more vigorously. Actually, however, not much progress was made as the Government wanted the Harijans to bear half the cost of the lands acquired for them. The Harijans were not able to do so and the Government had to write off a good portion of the money as irrecoverable. The co-operative societies were handed over to the Co-operative Department for management and the attention of the Labour Department was concentrated on schools, scholarships etc. The budget under this head has been on the increase ever since. From Rs. 3,65,500 in 1934–35 it has risen to nearly Rs. 40 lakhs in 1946–47. In the year 1944–45 the

Schools and scholarships.

provision of free midday meals in Labour schools was introduced with a view to bring more children to the schools and this scheme alone costs the Government about Rs. 10 lakhs every year. Thus, while there was more and more concentration on education on the one side, the work of the department itself was expanding in different directions. The coming into prominence of industrial labour from the year 1935 onwards and the ever-growing problems connected with it fully engaged the attention of the department. In the course of the last five years this department has become really the Industrial Labour Department and not the Harijan or Depressed Classes Department. Strikes, lockouts, disputes regarding wages, the working of the Factories Act and the Workmen's Compensation Act took up the full time of the department. Both these factors contributed to the fact that the other activities concerning the welfare of the Harijans on a large scale were not taken up in right earnest. Of course wells continued to be sunk here and there, but not on any planned basis. Thus while the department was growing in the direction of industrial labour, requisite attention was not given to the purpose for which the department itself was originally started.

Industrial labour.

The time has now come when we should see that the work for the Harijan community does not suffer. A separate department is quite essential for the purpose and should come into being at once. Only then could it tackle the problem from all sides. The recent passing of the Removal of Civil Disabilities Act and the Temple Entry Authorization Act has conferred several benefits on the Harijan community. If they should really enjoy these benefits, they should not only be properly guided but actively helped, so that the distinction between the Harijans and Caste Hindus may be wiped out in the least possible time.

Need for separate department for Harijan welfare.

Let us then go into the actual working of the Labour Department in some detail before we make our suggestions for the improvement thereof. As it is, the Commissioner of Labour is the head of this department for the amelioration of the condition of the Harijans. Normally a senior Civilian Officer has been holding this post. He is assisted by a Personal Assistant of the grade of Deputy Collector who is mainly in charge of Harijan welfare work. Apart from the head office, the work in the districts is being carried on by the District Labour Officers who are in the Deputy Tahsildar's grade. They work under the Collectors of the districts who have hardly any time to devote to this work. The Labour Officer, not having sufficient status, cannot approach the Collector direct in matters in which he would like to consult him. He has one or two clerks and one or two inspectors under him. In some districts an overseer is appointed for the construction of wells, buildings, etc. Even these District Officers have been working only in 15 districts and it is only very recently, that is, from this year, that such officers have been appointed for the remaining nine districts also. The Labour Officers are expected to tour throughout their districts, hear the grievances of the Harijans, suggest ways and means for their amelioration and put into execution any scheme that might be sanctioned by the Government.

The present working of the Labour Department.

The main heads of the work of this department are as follows: (1) Education, (2) Wells and (3) Provision of house-sites, roads and other sanitary amenities.

Educational activities.

Education forms the main item of work as will be seen from the budget allotment every year. In 1945–46, as against Rs. 25,87,938 spent on education, a sum of Rs. 2,43,440 has been spent on wells, Rs. 12,891 on provision of pathways, burial-grounds, public conveniences, etc., in the districts and a sum of Rs. 33,077 in Madras City; while a sum of Rs. 9,616 only has been spent on land acquisition for house-sites. In the last 27 years that the department has been working, the total number of wells constructed is 4,906 and those repaired is 2,400. House-sites have been either acquired or granted free by the Government for 91,130 families. We understand that the total expenditure in the year 1946–47 comes to about Rs. 38 lakhs while the budget provision for 1947–48 is even more. A statement showing the work of the Labour Department from 1929 up to date is given in Appendix IX. As observed above, the educational activities take the lion's share of the work that is being done at present. They consist of (1) schools, (2) aid to schools, (3) provision of free mid-day meals for children reading in Labour schools, (4) scholarships (ordinary and residential) for the collegiate, technical and other courses, (5) running of hostels, and (6) subsidizing other hostels run for the community.

Schools.

The present number of elementary schools is 1,119 with 50,538 boys and 27,136 girls. There are nearly 1,810 teachers employed in these schools. There are a few Higher Elementary and Secondary schools run by this department, the chief among them being those at Masulipatam and Chidambaram. The schools that are aided by this department are the following:—

(1) The Agricultural and Industrial School at Mayanoor.

(2) The Depressed Classes Mission School at Mangalore.

(3) The school under the Devadhar Reconstruction Trust, Calicut.

(4) The Olcott Free School, Adyar.

Under the arrangement for the provision of free mid-day meals, 71,541 boys and girls are fed at an annual cost of Rs. 10,48,978.

Scholarships.

Five thousand one hundred and twenty-four Hindus and 900 Christians are given scholarships for primary and secondary education to the value of Rs. 97,235. Residential scholarships are awarded to 169 Hindus and 29 Christians, the total value being Rs. 32,540. Scholarships for the professional courses are granted to 42 Hindus and 29 Christians amounting to Rs. 14,204 and Rs. 7,824 respectively, besides other small scholarships for typewriting, industrial training, training in co-operative institutes, etc.

Hostels.

The other important item of activity of the department is the hostel section. The Government themselves run the nine hostels noted below:—

(1) The Slater Hostel, Madras.

(2) The Sundaracharlu Hostel, Salem.

(3) The Government Nandanar Hostel for Boys, Chidambaram.

(4) The Government Nandanar Hostel for Girls, Chidambaram.

(5) The Government Scheduled Castes' Hostel, Calicut.

(6) The Government Scheduled Castes' Hostel, Masulipatam.

(7) The Labour Hostel, Ootacamund.

(8) The Labour Hostel, Hubathalai.

(9) The Government Girls' Hostel, Anantapur.

Besides the above the Government are subsidizing 145 hostels. A sum of Rs. 4,30,332 was sanctioned for 3,333 pupils in these hostels. Out of the 145 hostels so subsidized about 65 are run by the Harijan Sevak Sangh and the rest by other organizations and private individuals.

Similar educational work is also done for the Todas of the Nilgiris and the Nayadis of Malabar.

Other activities. The other activities of the department are the provision of wells, sanitary amenities and assignment of lands for cultivation. Taking the latest report, i.e., for 1946–47, we find that 589 house-sites have been provided from Government lands and 444 from lands acquired by the Government at a cost of Rs. 18,651–10–7. During the same year 171 wells were constructed and 156 were repaired at a total cost of Rs. 3,00,362. There was not much expenditure on the provision of other amenities except in Madras City where a sum of about a lakh of rupees has been spent.

ADMINISTRATION.

New Department of Harijan Welfare. As we have observed above the whole department should be thoroughly reorganized. In view of the large volume of work that has grown on the industrial labour side, a new department should be set up to deal with the problem of Harijan welfare exclusively. This should of course be under the Minister for Harijan Uplift. The head of the department should be one who has sufficient experience in the work, who is known for his sympathy for the cause and who has the necessary initiative and drive to devise and put through schemes. While discussing the qualifications of this officer, the Committee decided that other things being equal, preference should be given to a Harijan. But Sri L. N. Gopalaswami disagreed with this view and pointed out that while attempting to do away with communal distinctions we were only coming back to it.

Provincial Advisory Committee. The Committee also felt that the Minister should have an Advisory Committee consisting both of officials and non-officials to help him in formulating schemes for Harijan welfare, due representation being given therein to all sections of non-officials, namely, Harijans, Harijan Sevak Sanghs and other workers for the cause, especially women. The officials chosen should be technically qualified persons who could help in the work, namely, the Registrar of Co-operative Societies, the Director of Public Health, one of the Chief Engineers and the Firka Development

for the purpose would be non-official recognized bodies like the Harijan Sevak Sangh, who should be entrusted with the task of running these institutions in a proper manner and that the Government should find all the funds. The Committee thought that there need be no change here also till such time as the new Department took root. At present out of the 145 hostels subsidized by the Labour Department, about 65 are run by the Harijan Sevak Sangh, and the rest by other organizations and individuals. Individual management of these subsidized hostels has given room for many complaints and the Committee suggests that generally hostels run by individuals should not be subsidized.

Their defects.

We may make the following observations regarding the working of the hostels. The very fact that the Government are sympathetic and liberal in making grants for this purpose has led to the setting up of a number of these hostels. In many cases individuals have started such institutions. During the Sub-Committee's tour the members had occasion to see some of these newly-started hostels. They have no accommodation and no proper place for cooking and eating; in some cases it was said that the food was cooked outside and brought to the hostels. We are constrained to observe that such a state of things is bound to undermine the very purpose for which these hostels are subsidized and should not be tolerated. We are sure that in most cases it is only in anticipation of Government help that these hostels have been started. Unless responsible bodies are in charge of these hostels, they are bound to be exploited by individuals. We would therefore suggest to the Government not to recognize any hostel that is run by individuals. If it is not too much, we would suggest that the Government should insist upon the managements furnishing some deposit or endowment as a token of their earnestness. In any case, the management of such institutions by individuals should be discontinued. If the hostels are absolutely essential, the Government may even take them over and run them themselves or entrust them to some recognized institutions.

Hostels run by individuals not to be recognized.

Need for proper supervision by Government.

Want of effective check and supervision over these hostels by the Government has been responsible for all the defects in them. Many of the hostels are located in unhealthy places and there are no proper facilities for the boys and girls. These are therefore no better than their own homes. The Government should see that the places of accommodation are sufficient and well-kept before they make any grant for the purpose. We suggest that every hostel should be recommended by the District Advisory Committee before it can be approved by Government for the purpose of grant.

Necessity for Wardens.

One of the difficulties in the present system of giving grants to the hostels is that there is no provision in it for insisting on a warden or manager for each hostel. Any amount spent on a warden or superintendent is excluded from the grant. It therefore happens that many hostels have no wardens and so no proper control. A hostel loses all its value if it has no responsible head to look after the inmates; it is only the warden that gives life to a hostel. This should be more so in the case of Harijan boys who have never been used to hostel life. We would even go to the

extent of suggesting that a specific grant should be made for this purpose. If a warden of the requisite type could be found to live with the boys, there can be nothing to equal it.

Preferential treatment to Girls' hostels.

One word about the girls' hostels before we close this chapter. At present no distinction is made between a boys' hostel and a girls' hostel in the matter of grants. We recommend that preference should be given to the girls' hostels in every respect. In their case the question of distance between the place of abode and the school should not be insisted upon, there should be no age or class limit and the rate of grant should be higher and sufficient to cover the extra expenditure on their clothes and toilet. A good matron should be insisted upon in each hostel and full grants paid for that separately. The Committee feels that these things are very essential if the women of the community are to come up.

SCHOLARSHIPS AND BOARDING GRANTS.

All deserving pupils should be given scholarships.

The Commissioner of Labour now grants the scholarships. Thousands of applications pour in and it is impossible for him to grant a scholarship to every applicant. The Committee suggests that the Government should increase the allotment substantially so that every deserving applicant can be granted a scholarship. Backward districts may be given special consideration in granting scholarships. While even now almost all boys are given scholarships for the College courses and technical education, the Committee feels that there should be no exception and all such boys should be helped. In the case of girls we would go further and recommend that every girl even in the High School classes should be granted a substantial scholarship to cover her expenditure on books, clothes, toilet, etc. This is quite necessary in the interests of their education. As the well-known saying goes, "If you educate a boy, you educate him only; but if you educate a girl, you educate a whole family."

Scholarship to cover entire charges.

Another thing we want to point out with regard to residential scholarships is that they are insufficient to cover the actual boarding charges. At least in those cases where the students actually put up in boarding homes or recognized hostels, these scholarships might be increased to cover the entire charges.

Individual boarding grants should be abolished.

Apart from the lump sum grants to hostels, there is a system of individual boarding grants which are given to individual students to cover their boarding charges. In practice this does not work well. We suggest that this may be abolished altogether and residential scholarships sanctioned instead, proper care being taken to see that the recipients board in hostels, boarding houses or other recognized places.

Fee concessions in Schools and Colleges.

Before closing, the Committee recommends that all deserving Harijan boys in the High Schools and Colleges prosecuting their studies in Government or private institutions should be charged no fees; the Government, if necessary, should compensate the management of such institutions.

Other Amenities.

We have already stated that the amount spent by the Labour Department on other amenities is wholly disproportionate to that spent on education. We have borne this in mind in making our recommendations to the Government. More attention should be paid to them and unless the general condition of the community in all spheres improves, it will not be possible to bring them on a level with the others. Without in any way attempting to enter into any controversy, we would only state that the Harijans in villages should not be neglected. If the Government intend to help the community, they should concentrate on the rural areas where alone the vast majority of these people live.

These are therefore our recommendations under this head—

I. *Harijan Welfare Department.*—(*a*) The Labour Department should be bifurcated, the Harijan welfare work being administered by a separate department called the Harijan Welfare Department under the Director of Harijan Welfare who will work under the Minister for Harijan Uplift.

(*b*) The Minister will be assisted by an Advisory Committee of officials and non-officials presided over by him.

(*c*) The Director of Harijan Welfare shall be the Secretary of the Committee.

(*d*) The Director will be both the executive and administrative head of the Department.

II. *District Administration.*—(*a*) There should be a gazetted Welfare Officer for each district who may be recruited from any suitable department or social workers.

(*b*) He will also be assisted by a Committee presided over preferably by a non-official gentleman known for his sympathy for the cause.

(*c*) These District Officers should be invested with magisterial powers to deal with offences under the Removal of Civil Disabilities Act etc.

(*d*) They should have under them technical men who will be in charge of the various departments.

(*e*) The grade and cadre of both these officers and the staff under them may be fixed by the Government in consultation with the Provincial Advisory Committee.

III. *Labour Schools.*—(*a*) The present system of running separate Labour Schools should continue.

(*b*) The schools should have good and attractive buildings with playgrounds attached to them.

(*c*) The supply of midday meals should be more carefully and efficiently managed.

IV. *Scholarships.*—(*a*) All Harijan boys should be granted scholarships, especially the College boys and girls and those studying technical courses.

(*b*) All boys and girls even in the High School classes should be charged no fees and should be provided with some decent scholarship.

(c) The residential scholarships should be such as to cover the entire expenditure of the boy, especially when he is in a recognized hostel.

(d) The individual boarding grants may be stopped and residential scholarships offered in their place.

V. *Hostels.*—(a) The present policy of running Government hostels and subsidizing others may be continued for some time more till the new Department begins to work in right earnest.

(b) Hostels run by private individuals should not be recognized for purposes of grant by the Department.

(c) Girls' hostels should be given special attention by relaxing the rules of admission and increasing the grants.

(d) Wardens and Matrons should be insisted upon in hostels for boys and girls and a separate grant made for the purpose. Their salaries should be a legitimate item of expenditure under hostels.

VI. *Other amenities.*—This branch of activity should be considerably expanded. We have already dealt with this in the first reference.

REMOVAL OF CIVIL DISABILITIES.

(*Reference No. III.*)

Removal of Civil Disabilities Act and Temple Entry Authorization Act.

The third term of reference to the Committee is to enquire into and report on the progress of the enforcement of the legislative measures in the field of Harijan welfare. The two main Acts that have been placed on the Statute Book are the Removal of Civil Disabilities Act, 1938, as amended by the Amending Act of 1947, and the Madras Temple Entry Authorization Act, 1947. These two enabling pieces of legislation were quite necessary for the removal of the disabilities which were imposed on this community by social custom and usage. There is no doubt that modern conditions of life, ideas of justice and social solidarity cannot tolerate the continued existence of these disabilities.

Co-operation of public necessary for enforcement.

It is, however, one thing to make a law but quite a different thing to enforce it. To enact a piece of legislation it is enough if legislators are satisfied about the need for it, but for its successful working both the Government and the entire people should help. Mere goodwill and sympathy will not suffice. There should be active co-operation between the Government on the one hand and those that want to enforce the Act as well as those who would be benefited by it on the other. These pieces of legislation are intended to put down with an iron hand the current practices which have been in existence from time immemorial. The progress is bound to be slow, but it is the duty of the Government and those who work for these people to hasten the pace of reform. There can be no doubt that these disabilities should go and that the Government should deal with the offenders very strictly.

Nature of disabilities.

It would be worthwhile here to record our impressions of the disabilities as they exist now before we suggest ways and means for enforcing these Acts. The disabilities are many and a record

of them will take up considerable space. It varies with men and place: what is taboo in one place may not be so in another; while Harijans can take water from a common tank in Ramnad district, they cannot do so in Madura. Minor handicaps and disabilities apart, let us devote our attention to the major ones. They are mainly the following:—

(1) Access to public wells and tanks.
(2) Entrance into coffee hotels and eating houses.
(3) Admission to hair-dressing saloons.
(4) Temple entry.

Ignorance of public a serious handicap.

During the tour, the Committee found that these provisions have not been sufficiently known even amongst the public, let alone the Harijan community. It was really a surprise to us that in one case a Deputy Superintendent of Police did not know that an offence under the Removal of Civil Disabilities Act, 1947, was a cognizable one. Although in the towns it is known to the newspaper reading public, the village folk are unaware of it. They know that only temples have been thrown open to all communities because of the importance of the events themselves. Such ignorance is a serious handicap to progress. The person who has the right is not aware of it and the oppressor does not know that he is acting against the law. The wider publication of the law itself to reach even the remotest villages will certainly help us.

Propaganda required through Government.

Not only publication of this kind but actual propaganda is also wanted and if this could be done by Government agencies, it will be all the better. If a village headman or a Sub-Inspector of Police can go and tell the villagers about the necessity for the removal of these disabilities, it will greatly further the cause. Non-official agencies also can help; but their efforts cannot bear fruit unless they have official backing.

Places of public resort.

Coming to the disabilities themselves, it is true that they have not disappeared. In big towns like Mangalore, we learn that Harijans are still not admitted even into coffee hotels; in some places though they are admitted, they are served in a separate set of utensils altogether. While such is the case in towns, one cannot expect better results in villages. In certain places of lesser importance, however, the people themselves have come up and these disabilities have been removed. In such cases, the result is due to the presence of interested public workers and the initiative of certain young men from the Harijan community itself. The Committee considers that it should be made a condition for the grant of licence to all places of public resort like coffee hotels, hair-dressing saloons, eating houses etc. that the owner should prominently display a notice to the effect that the place is '*open to all communities*.'

Opening of wells in villages.

But these are only in the towns and bigger villages. It is necessary to concentrate on the opening of wells in the villages to Harijans. While dealing with wells under the chapter *Water-Supply*, we had occasion to refer to the necessity for the co-ordination of the work done by Firka Development and Rural Water-Supply agencies separately. The opening of the public wells to

Harijans should be a condition precedent to any help or improvement in any particular area. Any new well should be shared by all communities. This will go farther to solve the problem than anything else. We hope the Government will bear this in mind when any work for the village is undertaken.

Temple entry.

The Temple Entry Authorization Act has, on the other hand, fared better, though it is too much to affirm that everything has been done. Thanks to the endeavours of public workers, much propaganda was done both before and after this enactment which has made the work much more easy. We should mention in particular the efforts of the Hon'ble Sri J. Sivashanmugham Pillai, Speaker of the Madras Legislative Assembly in doing propaganda for this purpose by personally visiting a large number of temples. But even here remote villages have not come in line with the others. There are also complaints that temples once opened have been closed afterwards. Here comes the necessity for religious propaganda to educate both Harijans and caste Hindus, particularly the *latter*. The Hindu Religious Endowments Board should take up this work in right earnest, if our temples and our religion have to maintain their prestige and glory.

How to enforce the Acts.

We have stated above that many of the disabilities exist even to-day and that propaganda is quite necessary. Side by side with propaganda, there should also be the strict enforcement of the penal provisions of the Act. This work of enforcement is not an easy thing. We have also to bear in mind that the areas in which we may have to work consist of ignorant and superstitious people. While we have to enforce these measures rigidly, we should also see that we carry the people with us as far as possible. For this, we will require good and sympathetic men. Unfortunately for us the present village headmen are quite apathetic in this matter. Some of the witnesses we examined expressed the feeling that it was the village headmen that stood in the way of reform. The Police who come next to the village headmen in the exercise of authority are also indifferent. We suggest that all gazetted officers camping in villages should make it a point to camp in or near the *cheri* even at some inconvenience to themselves. They should also make it a point to visit some of the *cheris* so that an impression may be created both in the minds of the petty officers as well as the Harijans that the Government are genuinely interested in their welfare. Moreover, the Government should issue specific instructions to all subordinate officers that they should devote special attention to this problem and ask them to send periodical reports about the disabilities of the Harijans in their localities and the progress made in the eradication of untouchability. If the village headmen and the Police take interest, then the solution of the problem becomes easy.

Village headmen and Police to help.

Special officers with magisterial powers.

Apart from these things, if the Government are really keen on the early removal of these disabilities, there should be an officer of gazetted rank in each district with sufficient magisterial powers to deal with offenders. While on the one hand the very existence of the officer will be a check on the offenders, it would, on the other hand, make it easy for the workers and the aggrieved

persons to make representations to him. It is needless to say that redress will be speedy. While dealing with the administrative changes in the Labour Department we have suggested a Harijan Welfare Officer for each district; he can certainly be invested with sufficient magisterial powers.

Village Vigilance Committees.

Another suggestion that was made to us in this respect was the formation of Village Vigilance Committees to watch and report the troubles and difficulties of Harijans. The idea is excellent and if we could get sympathetic people to take charge of this work, it will be quite good. But the Committee feels that it will be very difficult to have such a Vigilance Committee for each village. We, therefore, suggest that this may be tried first in a few places where the need is keenly felt and slowly extended to as many places as possible. The work of the Committee will be to watch closely the difficulties to which the Harijans are subjected and if possible to bring about a settlement of the disputes, or to report the matter to the District Harijan Welfare Officer. The members of this Committee may be chosen by the District Harijan Welfare Advisory Committee in consultation with the local Harijan members of the Legislative Assembly.

Sub-sects within the community.

A doubt has been felt whether the provisions of the Removal of Civil Disabilities Act will apply *inter se* to the sub-sects amongst the Harijans themselves. Though the Committee felt that it would, it is better that it is brought to the notice of the Government so that it may be looked into and if necessary the Act may be so amended as to make it applicable *inter se* to the various sub-sects amongst the Harijans also. In this connexion we would like to mention the conditions of these sub-sects in the Harijan community. The three main groups of Harijans in the Tamil country are the *Pallars*, the *Parayars* and the *Chucklers*. Though it is very difficult to assess the respective places of these communities in the social scale, yet there is no doubt that materially the *Pallars* are better off than the rest, while the *Chucklers* are the lowest. There are many more divisions in the Andhra and Malabar areas. Our purpose in mentioning them is that along with the others the condition of these people also should be bettered. We do not want to probe much into these differences. Suffice it to mention that the *Chucklers* of Tamilnad, the *Madigas* and *Rellys* of Andhra, the *Koragas* of South Kanara and the *Nayadis* of Malabar require special attention and we recommend that they be given preferential treatment in all matters.

No separate wells for different sub-sects.

Before we finish this chapter we would like to refer once again to the question of separate wells. As we have had occasion to remark earlier in our report, though separate wells for Harijans may be inevitable in some cases, they should not at all be permitted for the different sub-sects among them. We have seen separate wells dug for separate Harijan communities in the same place. These should be things of the past and we hope and trust that they will not be allowed in the future.

OTHER COMMUNITIES.

(Reference No. IV.)

The last of the terms of reference to us is the consideration of the possibility of the extension of the ameliorative measures undertaken by the Labour Department in respect of Harijans, to other backward communities. As a result of our enquiry and in the course of the Sub-Committee's tour, it has been brought to our notice that there are many communities as bad as the Harijans, if not worse, in the social scale, who have also to be looked after by the Government. Though the stigma of untouchability is not attached to them, their condition is really deplorable. Economically and educationally they are very backward and it is the duty of the Government to help these people too. All the recommendations we have made in regard to the Harijans apply with equal force to these people. The hill tribes numbering about 5 lakhs come under this head. But we understand that a separate committee has enquired into this question and we learn that it has sent in its recommendations. Extension of help to them also is essential. **Other backward communities.**

The number of people belonging to these other backward communities is small and they are distributed over vast areas. Their needs are mostly the same as those of the Harijans. The Committee therefore suggests that the Government do include them in the list of communities eligible for help by this Department itself or make separate provision for their welfare. It is not necessary to have any new department for this purpose. The entire work and administration can be carried on with the staff we have suggested for Harijan work both for the districts and the Province. A special allotment earmarked for these people might be made every year in the budget and the amount spent on welfare work amongst them. A sum of Rs. 2 lakhs a year to begin with will be appropriate. **also deserve help.**

We have not been able to ascertain the actual number and names of such classes. The same group is called by different names in different districts. As soon as the Department we have proposed settles down to work, each District Officer can easily draw up a complete list of such communities on the basis of which the work can proceed. **Full statistics to be prepared**

We give below a list of such communities that have come to our knowledge.

LIST OF OTHER BACKWARD COMMUNITIES RECOMMENDED FOR HELP.

(1) The Panans of South Malabar.
(2) The Malayas of North Malabar.
(3) The Irulars of Coimbatore and Malabar.
(4) The Vedars of Anamalais and other places—
  (a) Villiyan.
  (b) Vettakaran.
  (c) Vettakaravilliyar.
(5) Peruvannan of Malabar.

(6) Malayalees of Anamalais, Attapady, Salem and Trichinopoly.

(7) Malayali
(8) Malai Vellala } of Coimbatore and South Arcot.
(9) Sholagar

(10) The Medaras of Andhra—

(*a*) Medra.

(*b*) Mahendrulu.

(*c*) Medarulu.

(*d*) Medari.

(*e*) Medakkaran.

(*f*) Venkulabaliji.

(11) The Yenadi
(12) The Yerukula } of Andhra.

(13) Valayan of Madura and Ramnad.

(14) Pulluvan
(15) Kumbaran } of Malabar.

(16) Aboriginals.

Note.—Some of the above are already in the list of communities eligible for help by the Labour Department.

The Committee records with thanks the valuable help rendered by both officials and non-officials in the successful prosecution of its work and the staff who have heartily co-operated with it in the same.

Chairman :

V. KURMAYYA.

Members :

P. SUBBIAH	M. BAPINEEDU
M. DORAIKANNU	K. ISHWARA
A. VEDARATNAM	K. SUBRAMANIAM
V. I. MUNISWAMI PILLAI	P. KAKKAN
M. PARAVASTHU DAS	B. S. MURTHY
V. BASHYAM AYYANGAR	T. SUBRAHMANYAM
A. KARUNAKARA MENON	A. S. SAHAJANANDA
KAMALA SIVASUBRAMANIAM	J. C. RYAN (*Registrar of Co-operative Societies*).

Secretary :	*Joint Secretary* :
L. N. GOPALASWAMI.	R. M. SUNDARAM, (*Commissioner of Labour*).

MINUTE OF DISSENT.

By Sri L. N. Gopalaswami.

Introduction.

It is with some trepidation that I have made up my mind to write a minute of dissent to this report of a Committee consisting of a majority of Harijans and a band of workers to whom the cause has been so dear. Much as I would wish to avoid any difference, yet a sense of duty impels me to indicate what I feel in such matters where definite principles are involved. I do not propose to offer any apologia for it, but would like straightaway to deal with them as shortly as possible.

1. Separate schools.

The idea of separateness.

The first and foremost thing that I would refer to is the question of separate schools. The very idea of separateness in whatever shape or form, is not conductive to happy living in any society. These Labour schools were started by the Government nearly thirty years ago. Even their very promoters meant them only as a temporary measure to provide for the education of the Depressed Classes until such time as the common schools would admit them. These schools have now outlived their purpose. Now in the year 1948, especially after the attainment of Independence and the framing of a constitution where petty prejudices of caste or creed can have no place whatsoever, to think of running these separate schools and that by the Government themselves really passes my comprehension. The Removal of Civil Disabilities Act with its penal provisions is there to punish anyone who would raise his little finger not only against the admission of any Harijan boy or girl in the common school but in the exercise or enjoyment by them of any other right or privilege as a citizen of our motherland. Whatever grounds or reasons might have existed for these separate schools till now, the time has certainly come, at least in my opinion when they should be abolished.

Their nomenclature.

While advocating the abolition of these separate schools, let me not be understood to mean that I want them to be closed down absolutely. Far from it. I only want that their separate nomenclature as Labour schools should go and that they should not be manned as at present mostly by teachers from the Harijan community itself even under the pretext that others are not forthcoming. We have waited long enough and if we have not the courage to take the right step here and now, I am afraid we will not be doing justice either to ourselves or to what we stand for, namely, the eradication of the distinction between man and man. Some members fear that the efficiency of these schools may suffer. In my opinion their efficiency will not be impaired by their being run by other agencies. On the contrary, the general level will be much higher and even granting that efficiency may suffer a little, it will be more than compensated for by the intermingling of Harijan children with boys and girls of the higher castes. Even if special facilities have to be granted for these unfortunate people, they should be given ungrudgingly. For example, extra grants may be given to such of the schools in which more than 50 per cent are Harijan children. Mid-day meals can be provided in every school

Efficiency will not suffer.

for Harijan children. Books and slates can be supplied free to them. If necessary, special conductors and conductresses can be appointed by the Welfare Department for taking Harijan boys and girls to the common schools. Even the existing schools can be run as they are and be entrusted to other agencies. Now that compulsory education is being gradually introduced, these 1,100 schools for the whole Province would be absolutely insufficient for the community and would naturally have to merge into the growing number of schools that might be started in every nook and corner.

A delusion.

It is argued that these schools do not refuse admission to other boys and girls and therefore they have become common. There can be nothing more deluding than this. I would only try to place the full picture of these schools in all their aspects to show how far this stand can be substantiated. There are now 1,119 schools in the Province, all of them located in the Harijan quarters themselves and housed in premises where there is hardly any space for the children to play and practically no buildings worth mentioning to accommodate them. Out of the 1,810 teachers except 298 all others are from their own community. Living as they do in these poor sorroundings, meeting the self-same boys in their schools and playing with them alone and taught by the teachers of their own community in these miserable buildings called schools, if we feel comforted that they are getting educated and that better than in the other schools, simply because a tenth of the school strength is drawn from other communities living in nearby places, I can only say that we refuse to see.

Proper environments.

If therefore our purpose in helping them is to get them merged into our society—and there can be no doubt about it—then it is up to us to see that every boy or girl even from childhood is brought up in proper environments. This can be found only in a common school where boys and girls of all communities attend.

My friends, though they previously agreed with me in the matter of abolition of the single-teacher schools which have been proverbially noted for their inefficiency, have decided not to make any mention of them finally. The mere existence of these schools is not going to help unless they serve the purpose. Inefficient schools whether intended for Harijans or others are a waste of public money. They should be abolished altogether.

2. Joint assignmenment and collective farming.

The next point on which I have chosen to differ from the other members of the Committee is the mode of assignment of waste lands to Harijans for cultivation. In my opinion, if this assignment should have any value at all for them, then along with the lands they should also be afforded the necessary facilities for reclaiming and cultivating them profitably. As it is, the lands that may be assigned to then are not likely to be pakka lands immediately fit for raising crops therein. They have to be worked upon, cleared, levelled and reclaimed. All these operations will mean not only money but other kinds of help. Placed as he is, the Harijan can command neither the one nor the other. It is therefore no wander that most of the lands assigned to them are not brought under

cultivation at all. Though individually the Harijan may be helpless, if the energies and labour of all these people can be yoked together, then much good can be made to accrue from it. Instead of giving each man a certain piece of land to cultivate, a group of people in a village can be given a big area which they can be asked to cultivate collectively, the necessary funds and other help being given by the Government themselves either directly or through a co-operative society.

While the Committee has recommended that these lands might be assigned individually, I feel that they should not only be assigned jointly, but cultivated and enjoyed by them in common for the following among other reasons :— **Advantages of joint assignment.**

(1) It would give them adequate facilities for reclaiming and improving the lands through Government help, which may not be possible for individuals.

(2) It would create a bond between the various members that are brought to work together.

(3) It would not only prevent mutual jealousy and bickering, but would positively help in making each member contribute his best for the common purpose both in skill and labour.

(4) It will prevent alienation of the property by the Harijan and exploitation by the monied man who will make use of the Harijan for his own purpose.

(5) Lastly the State also will be benefited by a larger area being brought under cultivation.

The third point (though very minor) on which I have to express my dissent is with regard to the recommendation for preference of the Harijans in the matter of appointment to the post of the Director of Harijan Welfare. To my humble mind this does not augur well. The mentality behind it is not conducive to the merging of the two separate entities which has been the sole purpose of the Committee to bring about. Even at the point of being misunderstood, I beg to state that preferments based on whatever grounds except merit should cease at least on the emergence of our country from foreign domination. **3. Harijan preference.**

L. N. GOPALASWAMI.

NOTE

By SRI T. SUBRAHMANYAM.

It is desirable that the system of separate Harijan schools should go as early as possible. I would put a five years' limit for this. In this period the scheme of compulsory primary education may be introduced, and the education of Harijan boys and girls will be part of the general scheme. Till such time, the present arrangement of separate Harijan schools may have to continue. The re-organization of the Harijan Welfare Department in the Provincial Centre, and in the districts, will, it is expected, help in improving the present schools.

The system of single-teacher schools has worked very unsatisfactorily. They should be abolished.

T. SUBRAHMANYAM.

NOTE

By SRI M. BAPINEEDU, M.L.A.

The time has come when we have to reconstruct our ideas regarding Harijan welfare. With the passing of the Temple Entry and the Removal of Civil Disabilities Act, we have entered into a new chapter in the history of the social welfare of Harijans. When these Acts will come into force, there will not be any question of untouchability. In the 1941 Census, the old idea of counting has been taken away and only the census of Hindus, Harijans and people of other religions was taken. In formulating any plan for Harijan welfare, we must proceed on the lines of 'haves' and 'have-nots'. In more than one speech, the Hon'ble Minister for Harijan Uplift has stressed on this point of view. The problem we have to face now is that between labour and capital, landlord and tenant, Harijans will merge themselves into one or the other of the above. As such, in granting house-sites, opening of schools and hostels, we must have in view the above facts. As one connected with the Harijan cause and interested in their welfare, which is so dear to me, I have to place the following observations. I agree with the Secretary's view-point in some cases. I am not for perpetuating untouchability for ever.

(1) *Wells.*—In no case, we should allow separate wells for the Harijans. Even the digging of wells in *cheris* should be discouraged as far as possible. Only we must persuade and carry on propaganda to use only one common well by all the poor people.

(2) As regards the schools, I am for abolishing immediately all one-teacher schools which are not functioning at all as is the case with the District Board schools also.

In the money spent so far for the amelioration, the major portion goes to scholarships and mid-day meals. It is time to abolish the Labour schools and convert them into mixed schools under District Boards. Separate schools are not desirable. I admit that for some time, we have to continue these schools. As in the case of my and many other villages, the present Harijan schools may be amalgamated with the local schools, shifting the higher forms to the village school and having the branch of the lower classes in the *cheri* itself, where all the students of other sects also can be admitted. This will be a branch for the first three forms. This mingling of the Harijan boys with the caste Hindu boys will not raise their level and standards but contribute to the unity of the country.

(3) As regards hostels, it is better that the boys are given scholarships and admitted in High school and College hostels. We had this proposal in contemplation when Mr. Ramakrishna was

the Labour Commissioner. It is very desirable that the Harijan students as the future citizens and leaders of a free nation should mingle and be on a par with other students and get rid of this inferiority complex. This is possible only when the boys are allowed to mix; and in the hostels run in small towns with low expenses, other boys also can be admitted. I am for increasing the scholarship for technical education.

(4) As regards house sites, is it not desirable to invite willing caste Hindus to settle amongst the Harijans, lest the new house-sites be converted into another *cheri*?

My object in suggesting the above is only to get rid of that mentality of touchable and untouchable and to enhance the status and prestige of the Harijans for whose welfare we are suggesting ways and means in this Report.

M. BAPINEEDU.

NOTE

By SRI A. KARUNAKARA MENON.

The following note is not a dissenting minute. It only suggests a means for making the scheme drawn up by the Harijan Welfare Committee for the immediate utilization of one crore of rupees more popular. Great expectations exist throughout the Province regarding the ways and means that will be suggested by the Committee regarding this one crore of rupees. Perhaps I am not wrong in stating that the Committee's whole report will be viewed sympathetically or otherwise by an ordinary Harijan according to the nature of the suggestions contained in it regarding the expenditure of this one crore of rupees. He will attach less importance to the more permanent and substantial suggestions for his amelioration contained in it than those for the immediate utilization of this one crore. This is natural. He will not care to realize that considering the immensity of the Harijan problem this sum of one crore is only a drop in the ocean; it will not be sufficient even to pay or meet the expenditure at the rate of Rs. 2 per head of the Harijan population in the whole Province. All the same, it will be unwise on our part not to take note of this psychological aspect of the matter.

The Committee's proposals are for the Province as a whole. When they are brought into force, it is only natural to expect that the Government's attention will be more attracted by those districts where there are competent workers to lay bare their claims than those which do not possess such zealous workers, though perhaps the suffering and necessity of Harijans for help may be more in them. Hence I would earnestly suggest that immediately on the acceptance of the Report (for which we are entitled to hope), this one crore of rupees should be allotted among all the districts either on the basis of the Harijan population contained in them or the extent of the sufferings and necessities that exist among the

Harijans in those districts. This may be done under the seven heads, viz.,

(1) House-sites
(2) Housing
(3) Cottage industries
(4) Health
(5) Sanitation
(6) Wells
(7) Medical aid

for which alone this one crore has been recommended by the Committee to be spent. This will arouse interest throughout the Province which will form an asset in pushing through the remaining part of the proposals as well.

A. KARUNAKARA MENON.

APPENDIX I.

I. Five-Year Plan.

Questionnaire. *Reply.*

1. What are the items of work that you would suggest in addition to those mentioned in paragraph 1 (*a*) of the circular letter ?

2. What is the order of importance that you would give them ?

3. Would you like intensified work in selected areas, or would you like the scheme to be as wide and comprehensive as possible ?

4. Would you like the Government to take up these schemes by bearing the entire cost themselves, or would you like it to be on the grant-in-aid basis so that more persons can be benefited ?

5. Have you any practical suggestions to make regarding (1) colonization of landless Harijan labourers and (2) assignment of lands to them ?

6. What would you suggest to relieve the present large-scale indebtedness among the Harijans ?

7. What is the present position of the subsidiary industries once prevalent amongst the Harijans and what would you suggest to revive and improve the same ?

8. How are the present living conditions and habitations of the Harijans and the medical help available and what are your suggestions for improving the same ?

9. What is the present state of unemployment amongst Harijans and what measures would you suggest to reduce the same ?

10. What would you suggest for raising the present standard of living of the Harijans ?

11. Are there any special disabilities which may require the immediate attention of Government ?

II. Improving the present work of the Labour Department.

1. Is the present set up of the Labour Department adequate for the purpose ? If not, what would you suggest ?

2. What is your opinion on the following ? Suggest any modifications or improvements :—

(*a*) The schools run by the Labour Department.

(*b*) The hostels run by the Labour Department.

(*c*) The subsidized hostels, their present working, accommodation and living conditions.

(*d*) The scholarships, boarding grants, non-recurring grants, etc., given by the Department.

III. The effect of the recent legislative measures on the abolition of untouchability.

Questionnaire. — *Reply*

1. Do you think the present measures are enough for this purpose or do you want anything more ?

2. Have they been able to achieve their intended purpose ? If not, why not ? What would you suggest to remedy them ?

3. Are these measures properly enforced ? If not, how would you like them to be enforced ?

4. What other measures or details would you suggest for the complete eradication of untouchability ?

IV. Other backward communities.

1. What other communities would you like to include for similar help to be extended to them in view of their backwardness, and what is the nature of help you would suggest ?

2. Would you like both these kinds of work to be done by one agency or separate agencies ?

APPENDIX II.

(I)

TOUR OF THE SUB-COMMITTEE OF THE HARIJAN WELFARE COMMITTEE.

District. (1)	Places where *cheris* were visited. (2)	Places where interviews were granted. (3)	Places where District Committees were met. (4)
Tinnevelly	1 Sankarankoil,	Sankarankoil	Tinnevelly Collector's Office.
	2 Kuvalaikanni.	Koilpatti	
	3 Alaganeri ..	Maniyachi	
	4 Vagaikulam ..		
	5 Koilpatti ..		
	6 Kandasami-puram.		
	7 Ettayapuram.		
	8 Kazhugumalai.		
	9 Kuruvikulam		
	10 Pandavar-mangalam.		
Ramnad	1 Sattur ..	Sattur	Madura Collector's Office.
	2 Sivakasi ..	Sivakasi	
	3 Veerapandia-puram.	Virudhunagar ..	
	4 Anupankulam	Devakottah ..	
	5 Tiruttangal ..	Manamadura ..	
	6 Palavanatham.		
	7 Virudhungar.		
	8 Paganeri ..		
	9 Nettendal ..		

District.	Places where *cheris* were visited.	Places where interviews were granted.	Places where District Committees were met.
1.	(2)	(3)	(4)
Madura ..	1 Theni ..	Usilampatti ..	Madura Collector's Office.
	2 Allinagaram	Theni	
	3 Periyakulam	Periyakulam ..	
	4 Old Batalagundu.	Madura	
	5 New Batalagundu.	Melur.	
	6 Madura City *cheris*.		
	7 Keelayur ..		
East Godavari ..	1 Cocanada ..	Cocanada ..	Cocanada.
	2 Jagannaickpur	Ramachandrapur.	
	3 Velangi ..	Amalapuram ..	
	4 Chodavaram ..	Razole	
	5 Kunduru ..		
	6 Bodasakkuru		
West Godavari ..	1 Palakol ..	Narasapur ..	Ellore.
	2 Peddaram ..	Bhimavaram ..	
	3 Pipparah ..	Pipparah ..	
		Tanuku	
		Nidadavole ..	
		Ellore	
Guntur ..	1 Nidumukala.	Guntur	Guntur.
	2 Guntur ..		
Kistna ..	1 Rayanapadu	Bezwada ..	Masulipatam.
	2 Gandiganta ..		
	3 Kowtavaram		
	4 Puttagunta.		
Malabar ..	1 Olavakkot ..	Olavakkot.	Calicut.
	2 Shoranur R.S.	Ponnani.	
	3 Tirur ..	Tirur.	
	4 Ponnani ..	Calicut.	
	5 Calicut ..	Cannanore.	
	6 Cannanore ..	Payyanur.	
	7 Payyanur.		
South Kanara. ..	1 Mangalore ..	Mangalore ..	Mangalore.

(II)

(*a*) Mahazars received by Sub-Committee from Districts visited by it.

Name of district.	Total number of representations received.	Representations received regarding Wells. (1)	Tanks. (2)	Schools. (3)	Scholarships. (4)	Hostels. (5)	Pathway. (6)	House-sites. (7)	Burial grounds. (8)	Lavatories. (9)	Medical help. (10)
1 Madura	48	6	..	19	19	4	2	24	..	..	..
2 Ramnad	129	40	..	27	3	1	4	78	16	..	..
3 Tinnevelly	65	33	4	15	..	1	6	25	..	..	..
4 Kistna	24	1	..	..	..	..	..	18	1	4	..
5 East Godavari ..	176	6	..	11	2	7	8	123	..	19	..
6 West Godavari ..	146	9	..	5	3	4	4	98	4	19	..
7 Guntur	7	3	..	2	..	..	..	2	..	..	..
8 Malabar	41	7	..	20	..	..	..	9	3	..	2
(*b*) From Other Districts.											
9 Tanjore	3	3	..	..	..	..	1	3	..	..	..
10 South Arcot	4	1	..	1	..	1	..	3	..	..	..
11 Trichinopoly	2	1	..	..	..	..	1	1	..	..	..
12 Chingleput	4	1	1	1	1	..	..	..	..	..	..
13 Coimbatore	6	2	..	..	..	..	..	4	..	..	..
14 Madras	2	..	..	..	..	..	..	4	..	..	..
15 Salem	7	..	..	2	3	..	..	2	..	..	..
16 North Arcot	4	1	..	1	..	..	..	4	..	..	..
17 Vizagapatam	1	..	..	..	..	1	..	..	..	..	..
18 Chittoor	1	..	..	..	..	1	..	..	..	..	..
Total ..	670	114	5	104	31	20	26	398	24	42	2

(iii)

INDIVIDUAL APPLICATIONS.

Name of district.	House-sites. (1)	Appointments. (2)	Licence for business, kerosene, cloth, etc. (3)	Scholarships. (4)	Total. (5)
1 Madura	5	..	6	..	11
2 Ramnad	18	..	..	3	11
3 Tinnevelly	10	..	14	..	18
4 Kistna	..	1	2	..	3
5 East Godavari	8	6	8	..	22
6 West Godavari	3	2	2	..	7
Total ..	44	9	32	3	72

APPENDIX III.

(I)

REPORT OF THE HARIJAN WELFARE SUB-COMMITTEE.

This Sub-Committee was formed at the first meeting of the Provincial Harijan Welfare Committee on 10th July 1947. The following are the members:—

1. Sri V. Bashyam Ayyangar.
2. ,, B. Parameswaran, M.L.A.
3. ,, B. S. Murthy, M.L.A.
4. ,, N. M. R. Subbaraman, M.L.A.
5. ,, N. Venkatasubbiah.
6. ,, L. N. Gopalaswami, *Secretary*.

They were requested to tour the Province and collect the necessary information. Accordingly the Sub-Committee met at Madras on the 5th August to decide on the programme and came to the conclusion that it should visit two areas, one in Tamil and the other in the Andhra districts and get acquainted with the problem. After finishing two of these tours, the members felt that though it may not be necessary to tour other districts in these two areas, yet a visit to Malabar and South Kanara which are entirely different and which have got special problems of their own, could be undertaken with advantage but this had since been given up. During its tour in the south the Sub-Committee visited the three districts of Tinnevelly, Madura and Ramnad and in the north, the four districts of West Godavari, East Godavari, Guntur and Kistna. The Personal Assistant to the Commissioner of Labour was with us in all districts except Tinnevelly. The Committee visited 45 Harijan quarters, interviewed a number of persons, met numerous deputations at 27 places, and received 670 representations. Appendix II will show the details mentioned above. In every district the Committee met representatives of the district (both officials and non-officials) at the District Headquarters and had a discussion with them regarding the problem in general and the grievances of the respective districts in particular. The members of the Food Committee, the members of the Harijan Welfare Committee, representatives of Harijan organizations, representatives of Harijan Sevak Sanghs and various other persons were invited for these meetings and their opinion also was taken on the topics in question. We are glad to say that a good lot of enthusiasm was prevalent amongst all the members of the community which was

obvious from the very suggestions that they made for the amelioration of the condition of their community. Officials also helped us a great deal in suggesting improvements in their respective spheres. The Collectors, the District Health Officers, the District Educational Officers, the Deputy Registrars of Co-operative Societies and some of the Revenue Divisional Officers gave their experience and their difficulties in solving the problem from the official point of view.

As mentioned above during its visit the Committee also received written representations. The number of representations so received have been classified under separate heads—*Vide* Appendix II. Both from the personal visits and representations received, orally and in writing, the main grievances of the villagers may be classified under the following heads:—

Reference I.—General.

(*a*) Want of accommodation and house-sites.
(*b*) Want of good houses.
(*c*) Want of good water-supply.
(*d*) Want of roads, pathways, lavatories and burial-grounds.
(*e*) Want of occupation and employment.
(*f*) Want of schools and other educational facilities.
(*g*) Want of medical help.

These grievances were common everywhere we went, though there was a distinction noticeable between the wet and the dry areas. While the Harijans in the latter cannot be said to have enough of living space, yet they are much better off than their brethren in the deltaic areas who are cramped, nearly 20 to 30 people living in an area of 80 sq. ft. The people are so ignorant that they have never complained against want of medical help at all. It was only the Harijan workers that have drawn our attention to that. Perhaps they are under the impression that it is a luxury which they have no right to enjoy. The magnitude of the grievances may also be stated to be in the order in which they have been stated above. Every one of them has to be attended to, but the first one is an absolute necessity that should be dealt with promptly.

Reference II.—Labour Department.

The general opinion was that the present set up of the Labour Department was absolutely inadequate, and that a separate department should be in charge of this work. The feeling was that it should be manned by knowing and responsible persons with more or less special knowledge and capacity. The whole thing has now been entrusted to the Revenue Department, from which the Labour Officers are chosen. With their frequent transfers, this has not worked satisfactorily nor has it produced any tangible results.

Schools.

The system of separate schools for Harijan boys and girls was inevitable at the inception of the Labour Department as the caste system was a bar for the free admission of Harijan children into caste-Hindu schools. Moreover the village common schools were often located in the heart of the village and this fact also discouraged the enterprising Harijan parents to send their children to caste-Hindu schools. But the Labour schools started and especially kept on for all these years for imparting the three R's to the Harijan children have not fulfilled their task as expected. Most of the schools have

since become moribund and the net result is more or less disappointing. This is perhaps due to the step-motherly treatment given by the Education Department and the inadequacy of the supervising staff under the District Labour Officer who is himself a petty officer with no experience in supervising educational institutions. A common school is our ideal. However, the question of abolishing separate schools for Harijans now run by the Labour Department is to be deferred until such time as a Central Primary Educational system could be evolved by the Government so as to amalgamate all the primary schools now run by different agencies. Meanwhile let the existing Labour schools be made to work more efficiently by giving wherever necessary enough inducement to the children by free books, scholarships, midday meals, etc. The provision of midday meals has not had the desired effect. Though it may show an increase in the average attendance of children, yet the addition to the school-going number especially in the higher classes has not been substantial. Very young children of the locality have come to school and we noticed small children of three to four years finding a place in those schools. We also feel that the system of distributing the midday meals should change. Industrial schools and schools of the basic type would be the best for these people and attempts should be made in that direction.

Hostels.

The Government hostels are working like machines with no soul or life. There is not that discipline and healthy atmosphere required in such places. It is better that they are handed over to responsible recognized agencies. The hostels run by private agencies are of two kinds, one by the Harijan Sevak Sangh and the other by individuals. While all the hostels of the Harijan Sevak Sanghs may not be quite up to the mark, there is a definite difference noticeable between the two. Most of the private hostels are located in very small places and in some cases cooking is done elsewhere and food brought to them. No better comfort is enjoyed by the boy or girl here than in his or her own home. In the interests of these boys and girls and their education, some conditions ought to be enforced before a hostel could be recognized for the purpose of grant. It is better that only recognized institutions are allowed to run them, as otherwise these may not really serve the purpose for which they are intended. This will also prevent exploitation.

There is a great demand for these hostels. Though it may be said, and perhaps rightly too, that these boys and girls should be put into common hostels and not segregated, yet we feel the time has not come either for abolishing these hostels or stopping their expansion. This reform of eradicating the distinction can be done in two ways, viz., by admitting Harijan boys into caste Hindu hostels and caste Hindu boys into Harijan hostels. Of course only up to a certain limit can caste boys be admitted in the latter case. This item of work should be concentrated upon as it will be the only course by which we can produce efficient men from the community to take their proper place in any walk of life in society.

REFERENCE III.—DISABILITIES.

The general opinion regarding the disabilities was as follows:—

(*a*) Though the present laws are quite enough for the purpose, they are not sufficiently known to the villagers (in one case even a Deputy Superintendent of Police was not aware of the provisions).

An impetus, as it were, should be given by the legislators in their constituencies, by propaganda and also by instilling the required amount of courage into the people. After all, in these matters it is only the voluntary exercise of their right by some that will popularize it. Mere spoonfeeding will not solve the problem.

(*b*) The present officers, from the village headmen upwards, excepting the Collector (whom the matter perhaps never reaches) are quite apathetic, if not unsympathetic. There may be some truth in the allegation that the headmen of the villages and the Sub-Inspectors of Police of these areas who hold the key positions so far as these matters are concerned, are not helpful; but it cannot be said to be universal. All the same the Government should insist that village headmen and the area Police officers give serious attention to this matter and send reports to the Government regarding their work in the removal of the disabilities of the Harijans. There cannot be real improvement unless such steps are taken.

(*c*) Another suggestion in this matter is that all the officers camping in a village should stay in or near the *cheri* itself, and make it a point to pay special attention to this matter.

(*d*) There should be a Special Officer of gazetted rank for the district who should be easily approachable to them and should have the requisite powers to redress their grievances promptly.

(*e*) A small vigilance committee for this purpose in each village consisting of not more than six persons (half of them being Harijans) was another proposal made to solve this problem. We think it is an experiment worth a trial, because it will involve no expenditure. The members of this committee should only be nominated.

We have here reluctantly to refer to the difference between the various sub-sects amongst the Harijans themselves. While there are three main divisions, *viz.*, the *Pallan*, the *Parayan* and the *Chukkiliyan* amongst them in the Tamil area, only two are seen amongst the Andhras, namely, the *Mala* and the *Madiga*. The Telugu *Mala* approximates to the *Parayan* in Tamil Nad, while the *Madiga* corresponds to the *Chukkiliyan*. But the *Chukkiliyans* and the *Madigas* are the lowest of the depressed and deserve the first consideration in all matters. In any housing scheme they should certainly have the first preference. The *Chukkiliyan* of the south is nowhere near education nor has he any place worth mentioning in the body politic. The *Madiga* of Andhra, though not as miserable as his Tamil brother, perhaps because of his number, yet is far inferior to the *Mala*. Though we will be only moving in a vicious circle if we go into the root cause of it, yet it is absolutely necessary that simultaneously with the eradication of untouchability this distinction of high and low amongst the Harijans should go. Any benefit that the Government may confer on them should not be separately marked for one subsect or the other. This is a thing that we have noticed in the construction of wells, and through it the Labour Department has only perpetuated the distinction, though not intentionally. We have also to point out here that the *Pallars* of Tinnevelly and Madura are fairly well off and do not require any great attention except for the stigma of untouchability.

Reference IV.—Other Backward Communities.

There are a good number of other communities that deserve help from the Government. Some of them are worse off than the Harijans themselves and it is the duty of the Government to come to their help also. They are enumerated in question No. (iv) under

Reference No. IV on pages 88–89 below. But still there may be some more which can be included as we make progress and come to know of them.

As for the agency that should undertake this work, there need be no separate one at all, as the department for Harijan Welfare itself is going to be strengthened, as the help to be rendered is going to be of a similar type. But the two things might be kept separate for budget purposes, so that the one may not encroach upon the other's finances. The Government should set apart a separate sum for this purpose and we suggest that at least one lakh of rupees be provided in the first year as a beginning.

V. BASHYAM AYYANGAR,
B. S. MURTHY,
N. VENKATASUBBIAH,
B. PARAMESWARAN,
L. N. GOPALASWAMI,
Members.

SEPARATE NOTE OF THE SECRETARY.

In regard to 'Schools' in the Sub-Committee's report, I beg to make a separate note. I feel that the time has come when separate schools for any particular community should be put an end to. These Labour schools somehow or other have been associated with only Harijans and unless we see that this system is altogether abolished, there is no chance of these boys and girls mixing up with the other Hindus. I am not for one moment thinking that these schools as such should be abolished. But what I feel is that the Labour Department should not hereafter run any schools. They may of course aid these schools and help them in whatever ways possible. The nomenclature of these schools—call it Labour, Harijan or Adi-Dravida—should have no place in our body politic. While suggesting this, I have also to make another point clear, namely, that it is not the inefficiency of the schools that prompts me to do so. A good beginning should be made and unless we make it now, it will rather be impossible to get out of this separatism. I am fortified in my opinion by the reports of the Labour Department themselves where they say that separate schools should go but only add that the time has not come. If this is not the proper time, I am afraid we may not have a better opportunity.

L. N. GOPALASWAMI,
Secretary.

(II)

REPORT OF THE SECRETARY ON THE TOUR OF THE SUB-COMMITTEE IN MALABAR AND SOUTH KANARA.

The Committee made a five-days' tour of these two districts from 23rd to 27th October 1947. It visited (1) Olavakkot—Sabari Ashram, Nayadi Colony; (2) Tirur, Poratur, Mangalam, Ponnani; (3) Calicut—Balika Sadan, Fishermen's quarters, Government Adi-Dravida Hostel, Scavangers' Colony; (4) Elathur; (5) Kattanpalli; (6) Palayangadi; (7) Payyanur; (8) Mangalore—D.C.M. Hostel; (9) Mudabidri and met deputations at the following places:—

1. Olavakkot;
2. Shoranur R.S.;
3. Tirur;
4. Ponnani;
5. Calicut;
6. Cannanore;
7. Payyanur; and
8. Mangalore.

In all 41 representations were received and they are classified as under:—

House accommodation and financial help ...	9
Free compulsory education	20
Burial grounds	3
Dispensary	2
Wells	7

The conditions in Malabar are certainly peculiar. We had the opportunity of going and seeing the interior villages on the back-waters. Even a cursory glance of these villages will reveal that the houses of almost all Harijans are situated in one corner of a coconut *tope* in a cultivated area belonging to the landholder who is called a *jenmi*. The Harijan simply lives on the land, puts up his own hut therein and acts as guardian of the landlord's property. Sometimes these huts are put up by the landlord himself. As one friend suggested, this is a case where amidst luxury there is poverty. He derives no benefit whatever from the rich harvest of the lands or the coconut *tope* that he guards and keeps for his landlord. Perhaps that is the reason for the second important feature noticeable, namely, the malnutrition, both amongst adults and children. The children are stunted in growth and look almost emaciated without exception. Unless serious attention is given to this problem, the health of these people may deteriorate to a very considerable extent, perhaps beyond redemption.

Except in these two respects, there is not much difference between the Malabar Harijan and his brother in the Andhra or Tamil country. Educationally, socially and economically he is as bad as his counterpart in the two sister provinces mentioned above. It is really surprising that with Cochin on the one side, which stands first in the country in the matter of literacy and with South Kanara on the other which also ranks very high in this respect, the Harijans of Malabar should be so backward. The causes for it are very difficult to find, but perhaps may be attributed to want of food and communications. This is an aspect that the Committee should seriously think about. Another feature in these parts is the location of the Labour schools. there being no *cheris*. These schools are located in certain places to which children from places all round go. Perhaps that is one of the reasons why there is a greater number of caste-Hindus comparatively in these schools than in the other parts of the Province. If separate schools should go, as they must, then this will be the best place to begin with.

The main industry in the area is coir-making. Co-operative schemes for encouraging this handicraft on sound and economic lines will prove of very great value to the Harijans and to this industry which is a purely cottage one. The Government may also open purchase and sales depots as is being done in Cochin and this as early as possible.

South Kanara on the other hand is not similar to Malabar in the lay-out of Harijan houses. Though we did not see big *cheris* or villages consisting of a large number of houses, yet they live in groups of 10 to 20 families each. Socially, educationally and economically they are as bad as bad can be. Most of them do not find work near their homes and have therefore to migrate into the sister state of Mysore to find employment; there they spend nearly six to eight months in the year. Attracted by the cash advanced to

them by contractors of labour, they make themselves eternal slaves of these people and their conditions have become very pitiable. Though they have enough lands to cultivate, they prefer to go to the plantations of Mysore. This may be attributed to the prevalence of malaria in these areas, but we do not think that Mysore plantations are in any way better in this respect. If therefore we want that these people should live in their own homes, enough work should be found for them in their district itself; in the alternative we ought to see that they are properly looked after if they should go to Mysore for earning their bread.

As regards social disabilities, we have to express our feeling that Malabar is worse than many other places, while South Kanara is the worst. It was a surprise to us to see that prominent temples in South Kanara were still not opened to Harijans. The famous Udipi temple, for instance and the shrine of Dharmastal, two of the biggest, are still unopen. This only shows that the legislation has not had the desired effect because of the want of public support. Even in the towns we hear that Harijans are not admitted into coffee-hotels. Here it is that the Government should take the help of non-official agencies and carry out the objects for which these enactments were made. One circumstance is peculiar to Malabar, namely, that the presence of Muslim landholders and businessmen instead of being helpful to the removal of untouchability because of the brotherhood preached in that religion, has been a great handicap. They seem to observe untouchability as rigorously if not more than the so-called Brahmans and Nayars of Malabar. This is really peculiar and unintelligible. It is unnecessary here to go into the reasons. We have only to appeal to our Muslim brethren in the name of their religion and ours that they should not tolerate this sort of distinction any longer.

APPENDIX IV.

NAMES OF PERSONS AND ASSOCIATIONS WHO HAVE SENT THEIR REPLIES TO THE QUESTIONNAIRE.

District. (1)	Serial number and name of individual. (2)	Name of association. (3)
Madras	1 Sri B. Lakshminarayana, Madras.	
	2	Adi-Dravida Mahajana Sabha, Nungambakkam.
	3	Madras Provincial Scheduled Classes Federation, Periamet.
	4	Sri Ramakrishna Thondar Sangam, Mylapore.
	5 Sri R. K. Perumal Dass, Kaladipet.	
	6	The Depressed Dravidian Christians' Association of Madras and South India, Egmore.
	7	The Madras Central Harijan National Association, Puliantope.
	8 Sri E. Varadarajan, Washermanpet.	

District. (1)	Serial number and name of individual. (2)	Name of Association. (3)
Madras—*cont.* ..	9	The Adi-Andhra Youngmen's Association, Krishnampet.
	10	The Adi-Andhra Panchayat, Krishnampet.
	11 Sri P. M. Velayudapani, M.L.A., Madras.	
	12	Andhra Provincial Scheduled Castes Welfare Association, Madras.
	13	Sri Natesa Nagar Harijan Welfare Committee, Vepery.
Chingleput ..	14 Rev. John Dhyriam, Bethlahem Ashram, Nemalachery.	
	15 Dr. P. R. Raghuraman, L.M.P., Conjeeveram.	
	16 Sri O. Chengam Pillai, M.L.A., Vallur.	
	17 Sri N. Ramakrishnan, Adambakkam.	
South Arcot ..	18	District Harijan Sevak Sangh, Cuddalore N.T.
	19	Harijan Uplift Sangam Chidambaram.
	20 Sri M. S. V. Chari, Tindivanam.	
	21 Sri K. Thangavelu, Tindivanam.	
	22	Nationalist Harijan Youth Association, Villupuram.
North Arcot ..	23	North Arcot District Scheduled Castes Federation, Ambur.
	24	Adi-Dravida General Reading Room, Vellore.
	25 Sri A. Jayarman, Ranipet.	
Tanjore	26 Sri P. Kalyanasundaram, Tanjore.	
	27, 28 Sri L. A. Sambasivam, Arasur, Tanjore.	
	29 Sri P. Sivagurunatha Pillai, Pandanallur.	
	30 Rev. Fr. J. C. Kappen, Papanasam.	
	31 Sri A. Sivaramaswami, Tanjore.	
	32 Sri V. Nadimuthu Pillai, Pattukkottai.	
	33 Sri N. Mahadevan, Karkathi.	
	34 Sri M. Marimuthu, M.L.A., Pattukkottai.	
	35 Sri N. Mahadeva Mudaliyar, Peralam.	
Trichinopoly ..	36, 37 Sri P. Sivapichai, Varaganeri.	
	38 Sri R. Vydialingam, Trichinopoly.	
	39	Servindia Rural Centre, Mayanur.
	40 Sri T. V. Arumugham, Trichinopoly.	
Madura	41 Sri S. Sesha Iyer, Palani.	
	42	Sri Chimanlal A. Parikh, President, Madura District Harijan Sevak Sangh.

District. (1)	Serial number and name of individual. (2)	Name of Association. (3)
Madura—*cont.* ..	43	Sri R. V. Sagadevan, Secretary, Thakkar Baba Nilayam, Vaidyanathapuram, Madura.
	44 Sri P. Muthia , Madura.	
	45 Sri P. K. Raghavan, Mad ra.	
	46 Sri T. S. Rajan, Nilakkottai.	
	47 Sri N. Thillaigovindan, Pattiviranpatti.	
	48	Mahatma Gandhi Reading Room, Anupanady.
	49 Sri K. S. Raju, Silayampatti.	
	50 Sri R. Guruswami, Kallupatti.	
	51 Sri S. Raman, Devadanapatti.	
	52 Sri V. Muthu, Usilampatti.	
	53	Harijan Sevak Sangh, Cumbum.
	54 Sri Radman, Madura	
	55 Sri Amirtha Ramasubramaniam, Madura.	
	56	Harijan Sangham, Uttamapalayam.
	57 Sri Pichamuthu, Ponnapuram.	
	58 Sri P. Pariappan, Sholavandan.	
	59 Sri P. Kakkan, M.L.A., Melur.	
	60	Harijan Workers through t e Pr sident, Harijan Sevak Sangh, Madura.
Ramnad	61	Loyalty Society, Veerapandiapuram, Sattur.
	62 Sri S. Sivasubramaniam, B.A., B.L., Devakottai.	
Tinnevelly ..	63	Harijan Union of Vikramasingapuram.
	64 Sri Chavadi S. Koothanâinar Pillai, Tinnevelly Town.	
	65	Tirupanikarisalkulam Adi-Dravidar Sangam, Tirupanikarisalkulam.
	66	South India Adi-Dravida Vaithe ga Mahajana Samaj, Harijan Hostel, Tinnevelly.
	67 Sri A. S. Kuppuswami Iyer, Tinnevelly.	
	68 Sri Vijaya Raghavulu Naidu, B.A., L.T., Tuticorin.	
	69 Sri A. K. Perumal Dass, Ramanujampudur.	
	70 Sri S. K. Palayakudumbar, M.L.A., Viswanathapuri.	
	71	Adi-Dravida Kalvi Abhivirthi Sangham, Pappayyapuram.
	72	Indrakula Velalar Sangham, Athur.
	73 Executive Officer, Panchayat Board, Kallidaikurichi.	

District. (1)	Serial number and name of individual. (2)	Name of Association. (3)
Tinnevelly—*cont.*	74 Sri K. P. Yegneswara Sarma, Kallidaikurichi.	
	75 Executive Officer, Panchayat Board, Ambasamudram.	
	76 Sri K. Vedamanikam, Perunthalayur.	
	77 Sri K. R. Krishnier, Ambasamudram.	
	78	Adi-Dravida Kalvi Abhivirthi Sangham, Ambigapuram.
Salem	79	Harijan Mahajana Sangham, Dharmapuri.
	80	Gandhi Ashram, Tiruchengode.
	81	Harijan Boys' Hostel, Tiruchengode.
	82 Sri V. Vanchinatha Iyer, Salem.	
Coimbatore ..	83 L. C. Richard, Commissioner, Municipal Council, Erode.	
	84	Harijan Hostel Committee, Anaimalai.
	85	Harijan Sevak Sangh, Gobichettipalayam.
	86	Coimbatore Adi-Dravida Mahajana Sangham, Coimbatore.
	87	President, District Vedarkula Sangham, Coimbatore.
	88 Sri R. Kasturi Nayudu, Advocate, Coimbatore.	
	89	Secretary Civil and Social Workers' Association, Coimbatore.
	90 Sri P. G. Manickam, Perunthalaiur.	
	91 Sri K. Vedamanickam, Perunthalaiur.	
	92 Sri S. E. Narayanan, Sen Gupta Street, Coimbatore.	
	93	Civil and Social Workers' Association, Coimbatore.
	94 Sri P. H. Daniel, Valparai.	
	95 Sri V. M. Kaliannan, Podanur.	
	96 Sri R. S. Srikantan, Gobichettipalaiyam.	
	97	Village Congress Committee, Vyampalayam
Nilgiris	98	The Nilgiris Scheduled Classes Association, Ootacamund.
	99	Samuga Munnetra Sangham, Aravankadu.
Malabar	100	All Malabar Harijan Samaj, Tellicherry.
	101	The Malabar Harijan Sevak Sangh, Calicut.
	102 Sri M. N. Nayar, Pallatheri.	
	103	Talikulam Harijan Sangham, Talikulam.
	104 Sri K. Raghavan, M.L.A., Baliapatam.	

District. (1)	Serial number and name of individual. (2)	Name of Association. (3)
Malabar—*cont.* ..	105	Kerala Peruvannan Sangham, Calicut.
	106	Sabari Ashramam, Olavakkot.
Chittoor	107 Sri A. Muniratnam, Chittoor.	
Kurnool	108 Sri N. Simhadri, Kurnool.	
	109 Sri S. Nagappa, M.L.A., Kurnool.	
Anantapur.. ..	110 Sri H. NarasingaRao, Anantapur.	
	111 Sri A. Rayappa, M.L.A., Timmancherla.	
Bellary	112 Rev. Gradian, Kapite village.	
	113	District Harijan Sevak Sangh, Bellary.
Nellore	114	Harijan Girls' Hostel, Nellore.
	115 Sri G. S. Gupta, Nellore.	
	116 Sri L. Subbarama Reddi, M.L.C., Nellore.	
Guntur	117	Kasturiba Gandhi Basic Vidyalaya, Konetipuram.
Vizagapatam ..	118	Town Congress Committee, Bobbili.
	119 Sri D. V. Ramaswamy, M.L.A., Vizagapatam.	
	120	The Pathithapavana Mission, Ichapur.
	121 Sri Vepa Bhimasankaram, Chodavaram.	
	122 Sri S. Guruvulu, M.L.A., Garlapadu.	
West Godavari ..	123 Sri S. R. Attili, Tadepalligudem.	
	124 Sri Vaska Subrahmaniam, Achanta.	
East Godavari ..	125 Sri P. Ramamurthi, Cocanada.	
	126	District Harijan Sevak Sangh, Cocanada.
Kistna	127 Sri G. Ramachandran, Patamata, Bezwada.	
	128 Sri P. A. Rao, the India Movies and Industries, Ltd., Bezwada.	
	129 } 130 }	West Kistna Harijan Sevak Sangh, Bezwada.
	131	Andhra Provincial Ryots' Association, Bezwada.
	132 Srimathi Sitha Mahalakshmamma, M.L.A., Zammigolvepalle.	
	133 Sri Munikarda Satyanarayana Sastri, B.A., B.L., Parava.	
South Kanara ..	134	The Harijan Sevak Sangh, Karkala.
	135	Seva Samaj Central Sangham, Udipi.
	136 Mr. Mahin Schamnad, M.L.A., Chamnad.	
	137 Dr. H. V. Adappa, Mangalore.	
	138	South Kanara District Adi-Dravida Sangham, Attavara, Mangalore.

APPENDIX V.

CLASSIFICATION OF HARIJAN POPULATION DISTRICTWAR.

Serial number and district.	Total general population.	Total Harijan population.	Municipal area.		Non-municipal area.		Rural population.	
			Number of municipalities.	Population.	Number.	Population.	Number of villages.	Population.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1 Vizagapatam	3,845,944	376,339	5	17,248	19	19,138	4,459	339,953
2 East Godavari	2,161,863	435,000	3	13,360	13	23,764	1,913	397,876
3 West Godavari	1,380,088	273,988	2	7,639	14	16,751	712	249,598
4 Kistna	1,444,294	211,327	3	15,146	7	7,781	991	188,400
5 Guntur	2,277,283	165,625	4	5,338	17	11,900	923	148,387
6 Nellore	1,617,026	290,542	1	2,898	10	12,763	1,562	274,881
7 Cuddapah	1,056,507	132,512	2	3,823	7	3,684	916	125,005
8 Kurnool	1,146,250	150,883	2	6,185	11	7,831	795	136,867
9 Bellary	1,051,235	155,026	3	11,722	9	2,630	938	140,674
10 Anantapur	1,171,419	173,441	3	4,554	9	8,800	844	160,087
11 Madras	777,481	103,338	..	103,338	..	..	..	..
12 Chingleput	1,823,955	567,177	3	10,068	16	42,203	2,169	514,906
13 Chittoor	1,632,395	303,225	2	3,384	6	3,152	2,217	296,689
14 North Arcot	2,577,540	502,097	5	18,859	17	25,562	1,993	457,676
15 Salem	2,869,226	435,700	1	8,335	16	13,668	1,793	413,697
16 Coimbatore	2,809,648	444,593	6	20,879	14	20,631	1,080	403,083
17 South Arcot	2,608,753	734,404	3	12,058	15	25,807	2,325	696,539
18 Tanjore	2,563,375	608,197	6	15,464	18	17,313	2,413	575,420
19 Trichinopoly	2,194,091	421,340	3	14,441	15	19,214	1,062	387,685
20 Madura	2,446,601	411,793	6	23,885	17	24,990	1,058	362,918
21 Ramnad	1,979,643	309,424	5	7,677	27	22,580	2,237	279,167
22 Tinnevelly	2,244,543	356,771	3	10,169	32	41,637	971	304,965
23 Nilgiris	209,709	48,373	2	10,295	2	5,044	54	33,034
24 Malabar	3,929,425	359,021	5	6,976	8	3,680	1,199	348,365
25 South Kanara	1,523,516	98,356	2	2,392	6	1,918	806	94,046
Total	49,341,810	8,068,492	80	356,133	325	382,441	35,430	7,329,918

APPENDIX VI.

I

STATISTICS REGARDING THE NEEDS OF HARIJANS.

Group A—50 houses and more.

Serial number and district.	Number of *cheris*.	House-sites. Pro-vided.	House-sites. To be pro-vided.	Wells. Pro-vided.	Wells. To be pro-vided.	Pathways. Pro-vided.	Pathways. To be pro-vided.	Burial grounds. Pro-vided.	Burial grounds. To be pro-vided.	Other amenities. Pro-vided.	Other amenities. To be pro-vided.	Schools. Pro-vided.	Schools. To be pro vided.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1 Vizagapatam ..	335	4	30	56	190	28	17	13	16	16	34	26	112
2 East Godavari ..	141	54	42	104	37	..	..	..	..	..	..	43	27
3 West Godavari ..	598	42	177	81	77	8	17	5	24	..	..	42	28
4 Kistna	555	10	55	341	204	45	66	42	48	..	30	191	98
5 Guntur	200	..	..	..	58	..	..	..	..	..	..	..	10
6 Nellore	245	6	5	26	31	2	5	8	2	..	..	12	14
7 Cuddapah	219	3	50	100	78	..	..	3	46	..	3	26	41
8 Kurnool	111	1	..	14	64	..	..	..	..	..	..	27	25
9 Bellary	118	..	..	45	59	..	..	..	..	..	..	15	..
10 Anantapur	..	..	..	17	1	..	..	..	..	..	..	43	..
11 Madras *	..	..	..	..	..	..	..	..	..	..	..	..	..
12 Chingleput *	..	..	..	..	..	..	..	..	..	..	..	..	..
13 Chittoor	140	..	..	30	58	..	..	..	..	..	..	6	18
14 North Arcot	512	2,176	1,999	335	133	120	17	75	8	2	3	95	8
15 Salem	408	2	61	116	106	..	26	2	24	2	13	27	73
16 Coimbatore	311	8	45	238	42	..	..	..	2	17	35	40	81
17 South Arcot	1,233	16	65	306	698	6	64	5	42	..	..	123	406
18 Tanjore	139	..	..	54	72	..	23	..	4	..	..	..	..
19 Trichinopoly	950	4	30	56	190	28	17	13	16	16	34	26	112
20 Madura	460	..	..	273	376	..	29	..	20	..	61	67	144
21 Ramnad	364	41	54	144	217	50	62	59	73	68	73	61	144
22 Tinnevelly	636	..	67	339	165	1	5	..	6	..	2	211	151
23 The Nilgiris *	..	..	..	..	..	..	..	..	..	..	..	..	..
24 Malabar *	..	..	..	..	..	..	..	..	..	..	..	..	..
25 South Kanara * ..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	7,673	2,367	2,680	2,675	2,856	288	348	225	331	121	288	1,081	1,492

* Figures not available.

STATISTICS REGARDING THE NEEDS OF HARIJANS IN VILLAGES.

Group B—Between 30 and 50 houses.

Serial number and district.	Number of *cheris.*	House-sites.		Wells.		Pathways.		Burial grounds.		Other amenities.		Schools.	
		Pro-vided.	To be pro-vided.	Pro-vided.	To be pro-vided.	Pro-vided.	To be pro-vided.	Pro-vided.	To be pro-vided.	Pro-vided.	To be pro-vided.	Pro-vided.	To be pro-vided.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1 Vizagapatam ..	420	8	30	61	31	38	33	20	14	23	29	33	73
2 East Godavari ..	165	121	14	157	8	..	..	..	..	..	..	27	10
3 West Godavari ..	339	13	44	62	33	6	12	3	8	..	..	..	6
4 Kistna	641	2	41	139	127	..	56	..	34	..	..	58	99
5 Guntur	132	..	..	1	48	..	..	..	..	..	..	..	6
6 Nellore	369	6	1	55	65	13	1	11	..	..	..	12	40
7 Cuddapah	144	4	80	82	52	..	..	1	5	1	5	19	42
8 Kurnool	143	1	1	32	34	..	..	..	..	..	..	1	14
9 Bellary	189	..	..	105	53	..	..	..	..	..	..	16	..
10 Anantapur ..	..	..	..	32	22	..	..	..	..	..	..	..	..
11 Madras *	..	..	..	..	..	..	..	..	..	..	..	..	..
12 Chingleput *	..	..	..	..	..	..	..	..	..	..	..	..	..
13 Chittoor	267	..	..	58	133	..	..	..	..	..	..	..	31
14 North Arcot	418	..	15	48	173	..	4	..	3	..	1	23	8
15 Salem	615	..	27	120	50	..	8	..	2	..	25	32	22
16 Coimbatore	238	4	6	166	46	..	..	..	..	..	..	28	47
17 South Arcot	382	..	8	81	156	..	9	..	4	..	..	17	89
18 Tanjore	348	..	..	4	372	..	22	..	..	..	..	..	..
19 Trichinopoly	352	..	..	171	171	..	10	..	7	..	..	79	136
20 Madura	260	..	..	92	168	..	18	..	10	..	34	18	49
21 Ramnad	286	31	89	59	133	51	54	60	63	69	72	..	6
22 Tinnevelly	482	..	2	138	107	..	2	..	2	..	..	59	88
23 The Nilgiris *	..	..	..	..	..	..	..	..	..	..	..	..	..
24 Malabar	46	..	..	20	7	..	..	2	1	..	..	..	2
25 South Kanara * ..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	6,236	190	358	1,683	1,989	108	229	97	153	93	166	422	768

* Figures not available.

Group C—Below 30 houses.

Serial number and district.	Number of *cheris.*	House-sites. Pro-vided.	House-sites. To be pro-vided.	Wells. Pro-vided.	Wells. To be pro-vided.	Pathways. Pro-vided.	Pathways. To be pro-vided.	Burial grounds. Pro-vided.	Burial grounds. To be pro-vided.	Other amenities. Pro-vided.	Other amenities. To be pro-vided.	Schools. Pro-vided.	Schools. To be pro-vided.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1 Vizagapatam ..	1,651	2	112	111	531	51	62	18	62	23	61	36	153
2 East Godavari ..	171	302	22	168	3	..	..	..	..	..	..	2	..
3 West Godavari ..	512	9	34	44	40	4	8	4	4	..	..	..	7
4 Kistna	310	2	25	70	119	4	20	1	20	..	..	40	90
5 Guntur	107	..	..	..	44	..	..	..	..	..	..	..	..
6 Nellore	3,434	..	..	285	440	9	4	42	32	4	..	18	87
7 Cuddapah	479	36	98	180	182	..	..	..	2	..	..	20	134
8 Kurnool	164	..	1	16	66	..	..	..	..	..	..	3	32
9 Bellary	679	..	..	226	253	..	..	..	..	..	..	3	5
10 Anantapur	..	..	..	163	296	..	..	..	..	..	..	..	..
11 Madras *	..	—	..	..	..	..	..	..	..	..	..	..	..
12 Chingleput *	..	..	..	..	..	..	..	..	..	..	..	..	..
13 Chittoor	1,556	..	..	52	103	..	..	2	1	..	..	1	10
14 North Arcot	787	1	26	31	145	..	17	..	1	..	1	13	1
15 Salem	929	..	58	252	83	..	14	..	4	..	30	21	31
16 Coimbatore	590	43	5	356	18	..	..	..	..	..	..	38	53
17 South Arcot	300	..	3	29	117	..	4	..	..	..	..	3	24
18 Tanjore	786	..	..	..	1,125	..	58	..	1	..	1	..	..
19 Trichinopoly	916	..	..	285	440	..	7	..	7	..	..	92	215
20 Madura	603	..	..	129	236	..	9	..	19	..	22	7	51
21 Ramnad	681	40	94	96	368	52	57	61	68	70	80	29	162
22 Tinnevelly	793	..	2	237	156	..	2	..	2	..	2	64	97
23 The Nilgiris *	..	..	..	..	..	..	..	..	..	..	..	..	..
24 Malabar	975	..	..	52	103	..	..	2	1	..	..	1	10
25 South Kanara * ..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	16,423	435	480	2,782	4,868	120	262	130	224	97	197	391	1,162

* Figures not available.

II

Consolidated statement showing the list of needs of Harijans in the Province according to information gathered by the Government through the Labour Department.

Number of *cheris*.	House-sites.		Wells.		Pathways.		Burial grounds.		Other amenities.		Schools.	
	Provided.	To be provided.	Provided.	To be provided.	Provided.	To be provided.	Provided.	To be provided.	Provided.	To be provided.	Provided.	To be provided.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Group A—Cheris *with* 50 *houses and above.*												
7,673	2,367	2,680	2,675	2,856	288	348	225	331	121	288	1,081	1,492
Group B—Cheris *with* 30 *to* 50 *houses.*												
6,236	190	358	1,683	1,989	108	229	97	153	93	166	422	768
Group C—Cheris *with less than* 30 *houses.*												
16,423	435	480	2,782	4,868	120	262	130	224	97	197	391	1,162
Total.. 30,332	2,992	3,518	7,140	9,713	516	839	452	708	311	651	1,894	3,422

NOTE.—(1) The talukwar details are available for all the districts except Coimbatore and Tinnevelly.

(2) The following districts have not been included in this statement as figures for them are not available :—

(1) Chingleput, (2) Madras, (3) Nilgiris and (4) South Kanara.

APPENDIX VII.

I

QUESTIONS PREPARED BY THE SECRETARY IN CONNECTION WITH THE REPORT TO BE SUBMITTED TO THE GOVERNMENT ON THE POINTS REFERRED TO IN G.O. Ms. No. 2628, DEVELOPMENT, DATED THE 16TH JUNE 1947 AND THE ANSWERS GIVEN BY THE MEMBERS OF THE COMMITTEE.

I. FIVE-YEAR PLAN.

Q.—(i) Is it agreed that this scheme for the sum of rupees one crore is to be taken as a nucleus for the working of the scheme?

A.—Yes.

Q.—(ii) Is it agreed that the amount of one crore of rupees should be spent for purposes other than education as that has been the main item of work done by the Labour Department?

A.—Yes.

Q.—(iii) Is it agreed that this amount should be spent only in villages where the total population is less than 5,000?

A.—Yes, except Malabar where this need not be insisted upon.

(*a*) Sri A. Karunakara Menon's suggestion regarding the 5,000 population limit and Malabar villages.

A.—The point raised in this memorandum may be referred to in the report. In Malabar, the limit of 5,000 population need not be insisted upon.

Q.—(iv) So far as municipal and major panchayat areas are concerned, is it agreed that in view of the fact that Harijans are labourers under the municipalities and panchayat boards, their welfare, especially their housing and accommodation should be the first charge on the revenues of these local bodies, as in the case of mills which are expected to provide quarters for their labourers?

A.—Agreed.

Q.—(v) Is it agreed that we should therefore advise the Government that the various municipalities and major panchayats should make it a point to build enough quarters for their servants who are engaged in this most difficult work of keeping their areas clean and that this should be a first charge on their revenues?

A.—Agreed. The Government may be requested to give necessary loans and grants to these local bodies who come forward with schemes for this purpose.

Q.—(vi) Is the enclosed allotment of the sum of one crore of rupees approved?

A.—Adjourned. Taken up again after all the questions were over and the following redistribution of the allotment was made:—

	LAKHS OF RS.
House sites	50
House building	15
Water-supply	10
Cottage industries	10
Health and sanitation	5
Medical help	10
Total ...	100

House sites.

Q.—(i) Is it agreed that we should advise the Government that every Harijan family should be provided with at least a minimum living space?

A.—Yes.

Q.—(ii) Is it agreed that these people should not be removed somewhere else in view of their superstition and general unwillingness to move out of their original place of abode?

or

Is it agreed that they should be transplanted into an absolutely different place which could provide other amenities such as roads, water, light, etc., i.e., a colony with all other people also?

A.—The idea of a colony for all communities, however laudable, may not work well at this juncture and should therefore be given up.

Q.—(iii) Is it agreed that in view of the policy of the Government that there should be no more segregation, the lands acquired for their habitation should be as near the caste-Hindu quarters as possible?

A.—Yes.

Q.—(iv) Is it agreed that in case lands are acquired between the Harijan quarters and the caste-Hindu quarters, a few places there can be allotted to non-Harijans also, and if so, under what conditions?

A.—Not more than 10 per cent should be allotted to caste-Hindus, and that only after providing for all the needs of the Harijans in that locality. The castemen so provided should have no houses of their own (exception being made in case of Harijan welfare workers only). All expenses should be met by the caste people only.

Q.—(v) Is it agreed that a minimum of 3 cents (that is half a ground) should be provided for each family apart from places set apart for roads and other communal purposes;

or

the area is to be increased or diminished?

A.—Minimum of 3 cents in wet areas and 5 cents in dry areas; but the same may be increased if enough lands of either category are available.

Q.—(vi) Is it agreed that the entire cost of acquiring the necessary house-sites for accommodating all the Harijan families should be met by the Government from the one crore of rupees?

A.—Yes.

Q.—(vii) Is it agreed that if this amount should be found insufficient, then we should ask the Government to give whatever is necessary for this prime necessity?

A.—Yes.

Q.—(viii) Is it agreed that whatever lands the Government may provide, should not be assigned in the name of the individuals, but should be entrusted to a co-operative society to be formed for the purpose, or preferably as a part of the co-operative society that might exist in the main village itself?

A.—No. The land may be assigned to individuals only on condition that they should not be alienated for a period of 20 years, the common affairs being managed either by a panchayat or by a co-operative society.

Q.—(ix) Is it agreed that these lands that may be allotted to the Harijans should be inalienable to other caste people even after their having paid the full price of any construction that may be raised thereon?

A.—Yes.

Q.—(x) Is it agreed that this programme should be started in all the districts simultaneously?

A.—Yes.

Q.—(xi) Is it agreed that in cases where all the Harijans are now occupying lands belonging either to the Government or private people or their own employers, a law should be passed enabling them to have full rights over the property they are now occupying, if necessary by paying compensation to the owners?

A.—Recommended that suitable legislation to prevent eviction may be undertaken by Government.

II. Housing.

Q.—(i) Is it agreed that in addition to providing them house-sites the Government should also provide them with houses to live in?

A.—Yes.

Q.—(ii) Is it agreed that the entire cost should be borne by the Government or by the party, or is it to be shared between them and in what proportion?

A.—50 per cent grant basis.

Q.—(iii) Is it agreed that if housing is to be undertaken, the co-operative societies are the best medium for doing this work?

A.—Yes. They should be entrusted with the same.

Q.—(iv) Is it agreed that we should recommend to the Government that easy credit should be made available to these societies in addition to any substantial grants that may be made for that purpose?

A.—Yes.

Q.—(v) Is it agreed that we should suggest to the Government that a type design building suited to a village and at the same time permanent should be worked out in consultation with experts and houses constructed on those models only?

A.—Yes.

Q.—(vi) Is it agreed that the maximum cost of a house should be Rs. 700 or 800?

A.—Rs. 1,000 may be fixed as the upper limit.

Q.—(vii) Is it agreed that so far as Tamil districts are concerned at least all the *Chucklers* should be provided with houses?

A.—Omitted.

III. Water-supply.

Q.—(i) Is it agreed that every Harijan hamlet should have a good source of water-supply?

A.—Yes. In co-operation with Rural Water-supply and Firka Development schemes, this should be worked out.

Q.—(ii) Is it agreed that the entire cost of this scheme also should be borne by the Government?

A.—Yes.

Q.—(iii) Is it agreed that the work should commence in the following order:—

(1) in places where there are 50 families;
(2) in places where there are between 30 and 50 families; and
(3) in places with less than 30 families?

A.—Yes. Three years' plan giving priority to necessity.

Q.—(iv) Is it agreed that the policy of the Government should be not to dig or construct separate wells for the different sub-communities amongst the Harijans?

A.—Yes.

Q.—(v) Is it agreed that a separate staff with technical qualifications should be employed for this purpose?

A.—Yes, with full powers to carry on the work unhampered by other departments.

Q.—(vi) Is it agreed that work should be taken up simultaneously in all the districts?

A.—Yes.

IV. Health and Sanitation.

Q.—(i) Is it agreed that pucca communications should be established for approaching the Harijan quarters?

A.—Yes.

Q.—(ii) Is it agreed that enough provision should be made for pathways, burial grounds, schools, lavatories and playgrounds in each Harijan quarter?

A.—Yes.

Q.—(iii) Is it agreed that arrangements should be made for games and other amenities such as radio, etc., to be provided for them to engage them during their leisure hours?

A.—Omitted.

Q.—(iv) Is it agreed that separate provision should be made in all these habitations where there are *Chucklers* to enable them to carry on flaying and such kind of work without being exposed to the public?

A.—Yes.

Q.—(v) Would you suggest that special provision be made for cattle-yards, manure-pits, etc., in common for the quarters?

A.—It is enough if provision is made for manure-pits only.

Q.—(vi) What are your suggestions regarding the introduction of flush-out latrines in these areas?

A.—The Health Department may be asked to devise a suitable form of latrine for deltaic and non-deltaic areas.

V. Occupation.

Q.—(i) The general occupation being agricultural labour, what should be our recommendations to the Government as regards:

(*a*) fixing up of wages both daily and permanent;
(*b*) permanency of tenure;
(*c*) division of produce or *varam*; and
(*d*) conditions of service?

A.—The Committee recommends to the Government that suitable legislation be undertaken on these questions as early as possible.

Q.—(ii) Is it agreed that all available agricultural lands with the Government should be assigned to Harijans for purposes of cultivation and if so, on what basis?

A.—Preference should be given to Harijans and chiefly to landless Harijans, not less than 50 per cent being reserved for them.

Q.—(iii) Is it agreed that the form of agency that should take up this kind of work should be the co-operative society and what should we suggest to the Government regarding individual or collective farming?

A.—The grants may be to individuals only, alienation being prohibited for at least 20 years. The Government should see that the condition is adhered to. Co-operative societies may be formed to help the cultivators in cultivating the lands.

(Sri A. Karunakara Menon wants individual ownership and collective farming. Sri L. N. Gopalaswami is for collective ownership and collective farming.)

Q.—(iv) Is it agreed that *lanka* lands in Godavari and other districts should be given preferably to Harijans and that the Government should lease these lands to them on the average basis and not by public auction which makes it impossible for the Harijans to compete with monied people?

A.—Yes.

Q.—(v) What other ways and means do you recommend for improving the agricultural operations carried out by them?

A.—The Co-operative Department should be fully utilised both for purchase of seeds, manure, etc., and for the sale of the produce.

Q.—(vi) Do you suggest that the Government should start agricultural colonization schemes where experimental collective farming can be started? If so, can non-Harijans also be included therein?

A.—Omitted.

Other occupations.

Q.—(i) Is it agreed that agriculture alone will not give the Harijans enough employment throughout the year?

A.—Yes.

Q.—(ii) Is it also agreed that some other occupation should be found for them for employing them during their leisure hours?

A.—Yes.

Q.—(iii) What are the occupations that might suit them, which were once flourishing like weaving and which can be revived with advantage?

A.—Weaving, carpentry, leather work including tanning, coir-making, mat-making, fruit canning and preservation, button-making and such others according to local conditions.

Q.—(iv) Is it agreed that these occupations should be only of the rural type.

A.—Yes. Only of the rural type.

Q.—(v) In this connexion is it felt that industrial schools of the village type should be established throughout the Province? Are these schools to be for the Harijans alone or for other people also?

A.—Industrial schools may be started as they become necessary. 40 per cent of the seats may be reserved for Harijans.

Indebtedness.

Q.—(i) Is it agreed that the indebtedness of the Harijans is beyond redemption?

A.—Yes.

Q.—(ii) Would you suggest a moratorium of all the debts of the Harijans, if not in full, at least of a part? Will any such thing not affect their future credit?

or

Would you suggest a scaling down of the debts and if so, on what basis?

Q.—(iii) Could we suggest to the Government to take over such of the debts that are covered by mortgages and arrange for easy repayments by the Harijans?

A.—(ii) and (iii) This Committee would recommend to the Government that measures to relieve the indebtedness of Harijans, particularly agricultural labourers be taken by suitable legislation.

Q.—(iv) Is it agreed that the main causes of their indebtedness are drink, marriages and funeral expenses and want of employment for a good portion of the year?

A.—Yes. The root cause of their indebtedness is their being helpless creatures in the hands of the local ryots who exploit their ignorance to the fullest extent and take precautions to keep them in perpetual want.

Q.—(v) Now that total prohibition is being enforced, is it agreed that we should form thrift co-operative societies in those areas, preferably along with the caste-Hindus to make them save as much money as possible?

A.—Yes.

Q.—(vi) Is it agreed that propaganda should be done to wean them not only from drink but also from such expenses that they incur on marriage and funeral occasions?

A.—Yes.

Q.—(vii) Would you advise the Government that propaganda of a religious type should be carried out amongst these people by the Hindu Religious Endowments Department from out of the surplus funds of the temples?

A.—Yes.

Unemployment.

Q.—(i) Is it agreed that there are a good number of Harijans who have studied up to elementary classes and are neither fit for manual labour nor in a position to secure Government jobs? Is it agreed that preference should be given to these people in the inferior services of the Government and quasi-Government bodies?

A.—Yes.

Q.—(ii) Would you advise the Government to start some industry in which most of these people can be employed even at places very near their habitation?

A.—Yes.

Standard of living.

Q.—(i) (*a*) Is it agreed that their present standard of living is on the lowest possible level?

(*b*) Is it also agreed that most of it is due to their own ignorance and superstition?

A.—Yes. It is due to the social disabilities added to their own ignorance and superstition.

Q.—(ii) Is it also agreed that if we are to raise the standard of living, then in addition to the standardization of wages which should be enough to meet the ordinary demands of life, effective propaganda should be done to wean him from wasteful expenditure and to make him use his earnings properly?

A.—Yes.

Q.—(iii) Do you think that adult education in an all-round manner would be able to meet the situation?

A.—Yes.

VI. Education.

Q.—(i) Is it agreed that intensive compulsory education should receive the attention of the Government first and should be of the basic type, provision being also made for adult and industrial education?

A.—Yes.

Q.—(ii) Would you suggest any other special type to suit the needs and conditions of the Harijans?

A.—So far as higher education is concerned it is agreed that deserving Harijan boys should be given enough scope and facilities to prosecute their studies on the technical and literary sides both in India and abroad.

Q.—(*b*) Is it agreed that at least in schools run for the benefit of these communities, religious education may form a necessary part?

A.—Yes.

Q.—(iii) Is it agreed that the time has now come when separate schools should be abolished and boys and girls put in common schools, if necessary, by starting more of them?

A.—Omitted.

Q.—(iv) Is it agreed that the following methods should be adopted to attract the boys and girls to come to the school;—

(*a*) Putting up of a good and attractive building with playgrounds;

(*b*) Provision of mid-day meals;

(*c*) A small cash payment to the parents as compensation for the deprivation of the labour of their children; and

(*d*) A change in the school hours to suit the locality?

A.—Except item (*c*), the others are agreed to.

Q.—(v) Is it agreed that steps should be taken to prevent the lapsing into illiteracy of a boy or girl who has read only up to a few standards and who forgets everything because of want of any contact or opportunity to keep his or her knowledge?

A.—Yes.

Q.—(vi) Is it agreed that a small library or reading-room and a travelling library would help in solving this problem?

A.—Yes.

Q.—(vii) Would you advise that special books be caused to be written by competent people that may be of interest and use to such boys and girls and thereby educate them in all aspects of life particularly cleanliness, godliness, health and morals?

A.—Yes.

Q.—(viii) It is agreed that touring cinemas, magic lanterns and good entertainments should be utilised to educate these people?

A.—Yes.

Inserted question:

Q.—(ix) School fees in all schools—aided and otherwise—exemption from payment of.

A.—As in the case of college boys, full-fee scholarships should be extended to High and Middle schools in all intitutions (Government and private).

VII. Medical Help.

Q.—(i) Is it agreed that there is practically no medical help in these cheris?

A.—Yes.

Q.—(ii) Is it agreed that this is more essential than even education?

A.—Omitted.

Q.—(iii) Is it agreed that health centres should be attached to each school where at least a midwife could be kept to look after the villages around?

A.—Omitted.

Q.—(iv) Is it agreed that a qualified doctor and a midwife should be stationed at a central place to attend to one thousand Harijan houses at least, and that he should be made to tour round the areas visiting all the places at least once a week?

A.—Yes.

Q.—(v) Is it agreed that a dispensary should be located at his headquarters wherefrom he could dispense medicines for them?

A.—Yes.

Q.—(vi) Is it agreed that in order to cover and cater to interior villages a Travelling Medical Van may be constructed for the use of a qualified doctor and a nurse to tour the areas?

A.—Yes.

VIII. Special Disabilities.

Q.—(i) Is it agreed that the present distribution of food and clothing by the rationing system has not been satisfactory?

A.—Yes.

Q.—(ii) Is the system of giving separate licences for Harijans for both rice and cloth helpful to them?

A.—Yes.

Order of Preference.

Q.—Is it agreed that of the various items suggested above, the order of importance or preference should be as stated above?

A.—Yes.

Reference No. II.

Labour Department.

Q.—(i) Is it agreed that the present Labour Department is absolutely insufficient to cope with the growing work for this community?

A.—The Labour Department which was originally started for the protection and uplift of this community, is now dealing with numerous other items of work, so much so that very little attention is paid to the original purpose. This is particularly so in the districts.

Q.—(ii) Is it agreed that a separate Harijan Welfare Department under the Minister for Harijan Uplift is necessary?

A.—Yes.

Q.—(iii) Is it agreed that the officer in charge of this work (by whatever name he is called, whether official or non-official) should be known for his sympathy, should have enough experience and should have the necessary drive to carry out the object in view?

A.—Yes; qualifications being equal, preference should be given to Harijans. (Sri L. N. Gopalaswami has not agreed to the last). The words that occur in brackets in the question have been struck out.

Q.—(iv) Is it agreed that the monopoly enjoyed by the Revenue Department till now of supplying the officials to the Labour Department should be abolished?

A.—The appointment need not be restricted to the Revenue Department.

Q.—(v) Is it agreed that the Collector should have supervision over the work of the department in the respective districts as a co-ordinating officer of all the departments of the Government?

A.—There may be a District Harijan Welfare Officer of gazetted rank with full powers. The District Collector will be merely a co-ordinating officer as in the case of other departments.

Q.—(vi) Is it agreed that there should be fully qualified technical men to man the various departments of this work, such as revenue officials for land acquisition, engineers for putting up roads, buildings and wells, medical men for attending to the health and sanitary arrangements and co-operative officials for collective work such as house-building, thrift, etc., and infusing the community spirit into them?

A.—Adequate technical staff should be provided to enable the District Harijan Welfare Officer to carry out his work efficiently and promptly.

Q.—(vii) Is it agreed that the following scheme of administration be suggested for the work?

(*a*) The provincial head shall be the Director of Harijan Welfare with two deputies under him; all the three being capable from all aspects.

(*b*) The following sections will work under them, namely, revenue, engineering, education and health, each manned by a qualified head.

(*c*) The District administration shall vest in a gazetted officer, not lower in rank than a Deputy Collector (assisted by technical men in the directions suggested above). The number of assistants and staff required can be fixed in accordance with the requirements of each district.

(*d*) The Provincial Officer shall be assisted by an advisory body of officials and non-officials who shall frame the scheme and budget every year, which on the approval of the Government shall be put into effect. The Provincial Officer shall be the official head, while the District Officers shall be the executive persons responsible for the proper working of the schemes. The Provincial Officer shall control the District Officers both on the executive and the administrative sides. The Collectors of the respective districts will also have a right of supervision and check over these District Officers who shall send their diaries and report only through them.

A.—

(*a*) No deputies are necessary.

(*b*) Not necessary.

(*c*) Yes. The portion within the brackets is struck off.

(*d*) All are agreed to except the last suggestion.

A.—Schools.

Q.—(i) Is it agreed that the schools run by the Labour Department at present should be abolished?

A.—No. (But Sri L. N. Gopalaswami favours the abolition of Labour schools.)

Q.—(ii) Is it also agreed in cases where these schools are really catering to the needs of the locality that they should be handed over to the district boards or municipalities in whose areas they are situated for management, if necessary, by subsidizing them through the Harijan Welfare Department?

A.—Does not arise.

Q.—(iii) Is it agreed that a Harijan Welfare Department should provide for a conductor to take the girls and boys to these common schools nearby?

A.—Does not arise.

Q.—(iv) Is it not desirable to give special preference to these boys and girls by supplying them with books, etc. in a common school and also providing them with free midday meals?

A.—Midday meals must be provided for Harijan boys and girls in non-Labour schools also.

Q.—(v) If the separate schools are to be retained, is it agreed that the Department should provide them with good school buildings and playgrounds to attract the boys and girls?

A.—Yes.

Q.—(vi) Is it also agreed that the teachers therein should not be on a temporary basis but made permanent?

A.—Yes.

Q.—(vii) Is it also agreed that there should be no special preference for any teacher to any school and that they should be interchanged as often as necessary?

A.—Does not arise.

Q.—(viii) Is it agreed that the present system of engaging mostly Harijan teachers for these Labour schools should be abolished (and the system of transfer introduced)?

A.—No. The portion within the brackets is deleted.

Q.—(ix) Is it agreed that on no conditions should there be a one-teacher school?

A.—Yes. One-teacher schools should go.

B.—Hostels.

Q.—(i) Is it agreed that the Government should not run hostels themselves but should run them through proper agencies, in order that a spirit of simplicity, discipline, good behaviour and proper outlook may be developed in them?

A.—The present arrangement may continue. In the case of subsidized hostels, the agencies which run them must be recognized by the Government. Individuals should not generally be asked to run subsidized hostels.

Q.—(ii) Is it agreed that the time has not yet come for the abolition of separate hostels for these people?

A.—Yes.

Q.—(iii) Is it also agreed that the time has come when the Government should allow these hostels to admit a small percentage of non-Harijan Hindus into the hostels in view of their declared policy of abolishing segregation?

A.—Not more than 10 per cent (non-Harijan) Hindus may be admitted.

Q.—(iv) Is it agreed that the Government should not only bear the entire cost of the hostels but also make adequate provision for the necessary supervision and control of them?

A.—Yes.

Q.—(v) Is it agreed that in no circumstances should the Government aid or subsidize hostels other than those run by agencies who have established themselves in the work or who will prove their interest by showing a deposit or investment with which to meet their expenditure in case of a contingency?

A.—Omitted.

Q.—(vi) Is it agreed that the girls' hostels should have a preferential treatment not only regarding conditions of boarding grant but also in the amount of grants?

A.—Yes.

C.—Scholarships, boarding grants, etc.

Q.—(i) Is it agreed that scholarships should be given to all Harijan students (subject to usual conditions regarding grant of scholarships) in all the college classes as well as in the industrial and technical schools or colleges, if necessary, by increasing the annual budget allotment every year?

A.—Yes. The present system of granting scholarships to elementary and high school students is to be continued.

Q.—(ii) Is it agreed that the system of individual boarding grants should be stopped and scholarships only provided? Wherever necessary if there are no hostels in the vicinity and on sufficient proof that the boy is messing in a hotel or other eating place, may be be awarded a residential scholarship?

A.—Yes. Lump-sum boarding grants and scholarships only to be provided.

Q.—(iii) Is it agreed that in view of the importance of girls' education, every girl in the High School classes should also be provided with a decent scholarship to cover her expenditure (for books and clothes) apart from residential scholarships wherever possible?

A.—Yes.

Q.—(iv) Is it agreed that these scholarships given by the Department should be distributed district-wise?

A.—Yes, distribution to be primarily on the basis of the total number of applications received from each district.

Reference No. III.

Disabilities.

Q.—(i) Is it agreed that the present laws for combating untouchability are quite enough and is it agreed that the present laws are not sufficiently known to the villagers, especially the penal provisions?

A.—**Yes.**

Q.—(ii) Is it agreed that enough propaganda should be done to apprise the villagers of the rights of the Harijans and the penal provisions for contravention of the laws?

A.—Yes.

Q.—(iii) Is it agreed that places of public resort like eating houses, coffee-hotels, hair dressing saloons and the like should have a notice board in front saying that they are "open to all communities."?

A.—(*a*) Yes.

(*b*) The system of a Harijan representing as a proxy the caste-Hindu while the latter is the real accused before the village *panchayats* common in some places must be brought to the notice of the Government and be abolished.

The Committee agreed to this suggestion which was inserted at the instance of some members.

Q.—(iv) Is it agreed to recommend to the Government to request the legislators to tour their constituency and do propaganda for this purpose so that courage may be instilled into the minds of the Harijans?

A.—Deleted.

Q.—(v) Is it agreed that it is only by free exercise of rights by the Harijans themselves that good results can be achieved?

A.—Yes.

Q.—(vi) Is it agreed that village officers are generally apathetic, if not unsympathetic?

A.—Yes.

Q.—(vii) Is it agreed that the Government should instruct the village headmen and the police head of their place who hold key-positions to report about the disabilities of the Harijans periodcally as also the progress of the eradication of untouchability in their areas?

A.—Yes; periodical reports to be called for.

Q.—(viii) Is it agreed that we can recommend to the Government that officers camping in a village should camp in or near a *cheri* and should make it a point to visit the *cheris* around?

A.—Yes.

Q.—(ix) Is it agreed that there should be a special officer with magisterial powers fully empowered for this purpose who should be available to the Harijans on the spot, when their rights are interfered with?

A.—Yes. The District Harijan Welfare Officer will be the officer.

Q.—(x) If a District Officer of gazetted rank is to be appointed, is it agreed that he may exercise these powers also?

A.—Yes. [See answer to question (ix) above.]

Q.—(xi) Is it agreed that a vigilance committee consisting of 3 to 5 persons of whom one or two shall be Harijans be formed for the purpose of helping the solution of this problem?

A.—Such committees may be formed wherever practicable.

Q.—(xii) Is it agreed that the members of this committee should be nominated by the Government in consultation with Harijan legislators and sympathisers?

A.—These committees should be nominated by the District Welfare Committees.

Q.—(xiii) Is it agreed that there are differences between the sub-sects of the Harijans themselves?

A.—Yes.

Q.—(xiv) Is it agreed that the Government should take measures to eradicate this distinction along with the other caste distinctions, if necessary, by making amendments to the existing law?

A.—The members feel that the existing law will apply to the sub-castes amongst Harijans themselves; if it is found to be the contrary by future legal decisions, amendments ought to be introduced.

Q.—(xv) Is it agreed that the condition of the *Chucklers*, *Nayadis*, *Koragas* and *Madigas*, i.e., the lowest among the Harijans of the south is very bad and deserves special attention?

A.—The *Chucklers*, *Nayadis*, *Madigas* and *Koragas* require special attention.

Q.—(xvi) Is it agreed that the *Pallars* of Tinnevelly and Madura districts are well off and need not come under other benefits except for the stigma of untouchability?

A.—The question was omitted.

Q.—(xvii) Is it agreed that the *Madigas* of Andhra are comparatively lower in standard and should be given preferential treatment in all respects? Being a tanner by profession, adequate provision should be made under any scheme to help him and his industry in all possible ways.

A.—The question was omitted.

Q.—(xviii) Is it agreed that the benefits conferred by Government hereafter should not be separately for any sub-sects or community amongst Harijans?

A.—Omitted.

Q.—(xix) Is it agreed that the separate wells of the Labour Department have perpetuated distinctions, though not intentionally and should be no more tolerated?

A.—The question has been altered as " Is it agreed that the wells dug by the Labour Department for Harijans have in general been used by special sub-castes among Harijans and this custom ought no more to be encouraged? " and answered as

" The practice current in some places of certain sub-castes among Harijans utilizing wells dug by the Labour Department for themselves should be done away with. The Labour Department is to see that all wells dug by them are used by all Harijans."

REFERENCE No. IV.

Q.—(i) Is it agreed that the Government should come to the help of the communities mentioned below inasmuch as they are equally bad though not worse than the Harijans themselves?

(1) The Panans of South Malabar.

(2) The Malayas of North Malabar.

(3) The Irulars of Coimbatore and Malabar.

(4) The Vedars of Anamalais and other places—

(*a*) Villiyan.

(*b*) Vettakaran.

(*c*) Vettakaravilliyar.

(5) Peruvannan of Malabar.

(6) Malayalees of Anamalais, Attappady, Salem and Trichinopoly.

(7) Malayali of Coimbatore and South Arcot.

(8) Malai Vellala of Coimbatore and South Arcot.

(9) Sholagar of Coimbatore and South Arcot.

(10) The Medaras of Andhra—
  (a) Medra.
  (b) Mahendrulu.
  (c) Medarulu.
  (d) Medari.
  (e) Medakkaran.
  (f) Venkulabaliji.
(11) The Yenadi.
(12) The Yerukula.
(13) Valayan of Madura and Ramnad.
(14) Pulluvan.
(15) Kumbaran.

A.—Yes.

Q.—(ii) Is it agreed that the same agency can look after their welfare also inasmuch as it is likely to be a special department and the benefits conferred on these people are likely to be similar?

A.—Yes.

Q.—(iii) Is it agreed that the Government should be requested to set apart a definite fund for this purpose, say, rupees one lakh a year to begin with?

A.—Yes.

Q.—(iv) Is it agreed that the two kinds of work, though run by the same agency, should have separate budgets so that one may not clash with the other?

A.—Yes.

Additional points that arose for consideration.

Q.—(i) Is it agreed that in view of the conditions in Malabar the acquisition of house-sites is not a practical proposition?

A.—Except in some special areas, e.g., in Walluvanad.

Q.—(ii) Is it agreed that in view of the Malabar Tenancy Act and in view of the fact that most of the Harijans are located in the lands or *topes* belonging to the *jenmis*, they should be sufficiently protected from being evicted?

A.—Yes.

Q.—(iii) Is it agreed that in view of the same, we should recommend to the Government that suitable amendments be made to the Malabar Tenancy Act, so that even though the Harijans might not have put up the structures on the lands they are now occupying, yet the very fact that they have been occupying the premises should itself be enough security from eviction?

A.—Yes, on payment of compensation wherever necessary.

Q.—(iv) Is it agreed that in view of the fact that even now the *jenmis*, perhaps anticipating some such law, are already taking steps to eject the Harijan-tenants, we should request the Government that speedy steps be taken to give effect to this recommendation by passing the necessary amendments to the Act?

A.—Yes.

Q.—(v) Is it agreed that in view of the special conditions of Malabar, the abolition of separate schools might be attempted as an experimental measure in this district and that all the schools be handed over to the district board or other agencies that might be willing to take them and that enough help be given to them by the Labour Department so that the Harijan strength does not fall?

A.—No.

Q.—(vi) Is it agreed that (in view of the fact that house-sites may not be required for Malabar), we can turn our attention to the mal-nutrition prevalent amongst the young children in that area?

A.—Yes; the words bracketed are deleted.

Q.—Is it agreed that we, therefore, recommend to the Government to institute an immediate enquiry into the low vitality and mal-nutrition prevalent amongst the children of this community and to take proper steps to remedy the same by providing additional food, etc.?

A.—Yes.

Q.—(vii) Is it agreed that in view of large numbers of Harijans going out of South Kanara every year to Mysore for work in the plantation areas, proper steps should be taken by the Government to ensure them proper transport and wages, good accommodation and better living, especially in those malarial places, by appointing a special officer for the purpose if necessary?

A.—Yes. This special officer may work under the District Harijan Welfare Officer.

Q.—(viii) Is it agreed that in view of the fact that large tracts of land lie uncultivated in the South Kanara district and that a large number of workers are available, we should recommend to the Government that proper investigation may be made into the matter and good use made of both the lands and the labour available there?

A.—Yes.

Q.—(ix) Is it agreed that in view of the custom amongst the Harijans to live only in small groups of 10 or 15, colonies of the type of Mudabidri be established in each and every place where lands are available for colonization?

A.—Yes.

Q.—(x) Is it agreed that in view of the fact that malaria is rampant in the hilly parts of South Kanara, we should request the Government to investigate into the matter and start anti-malarial operations so that a good lot of land can be brought under cultivation and the lives of so many Harijans saved?

A.—Yes.

Q.—(xi) Is it agreed that in view of the fact that some sort of slave trade is being carried on in South Kanara in the taluk of Kasaragod, it is advisable to request the Government fully to investigate into the matter and take steps to put an end to the practice?

A.—Yes.

V. BASHYAM AYYANGAR,
Chairman.

II

ONE-CRORE SCHEME.

It is agreed that the following scheme be suggestion to the Government for immediate execution :—

	RS.
(i) Provision of house-sites	50 lakhs.
(ii) Grants for house building	15 ,,
(iii) Provision of water-supply	10 ,,
(iv) Health and sanitation	5 ,,
(v) Cottage industries	10 ,,
(vi) Medical help	10 ,,
Total ..	Rs. One crore.

This work shall have preference and shall be taken up in every the report, it is assumed that this is only a beginning of the scheme which should be implemented as and when necessary. The sum of Rs. one crore now set apart will be absolutely insufficient to tackle this vast problem. Any way we have suggested our scheme for the same.

I. House-sites.

This work shall have preference and shall be taken up in every district. Wherever there is congestion immediate arrangement should be made to acquire the lands between the caste Hindu quarters and the Harijan quarters, or in any other healthy place near the former. The minimum space to be allotted to a family shall be 3 cents in a dry area, and 2 cents in a wet area, excluding roads and other amenities. The entire cost of the acquisition shall be borne by the Government and the whole of the property thus acquired shall vest in a co-operative society to be formed for the purpose for the inhabitants of the place. It is also necessary that the existing huts should be re-arranged or set right to fall in line with the new housing scheme that may come into operation. Enough provision should be made in this scheme for a school with a play-ground, a common place to serve as a park and meeting place, lavatories, cattle-yards, etc. A good road should be laid to connect their quarters with the main road and the houses should be so planned as to admit of good straight streets in the area. The process of acquisition should not take long, as we are suggesting elsewhere that a Special Land Acquisition Officer should be appointed, who will take up the work in hand with full powers to carry out the scheme within this period itself.

According to the latest census, the number of Harijans living in rural areas in our Province is 7,329,918. Allowing for five members in each family, the total number of houses may be roughly calculated as 1,465,984. From a perusal of the Administration Reports of the

Labour Department from the year 1929–30 up to date, the total number of house-sites either granted free by Government or acquired for Harijans comes to nearly one lakh. The progress is indeed very slow and as suggested above it should be expedited. During the previous Congress regime the Government issued circulars to the Collectors to gather all information regarding the wants of the Harijans. So far, statistics of the requirements of the Harijans in respect of housing, water-supply, schools and other amenities, such as provision of pathways, lavatories, burial grounds, etc., have been collected in all except a few districts. Though the same was compiled a few years back, they may be taken as the basis for our future work. According to that, the requirements so far as house-sites are concerned are as stated in the Appendix VI. We will note therefrom that there are 2,680 Harijan quarters of the 'A' group, 358 of the 'B' group and 480 of the 'C' group to be provided in this respect. Taking for the purpose of our calculation the needs of the first group to be about 40 per *cheri*, the second 20 per *cheri* and the third 10 per *cheri*, we may require 107,200, 7,160 and 4,800, i.e., 119,160 in all or say 120,000 house-sites. Computing the requirements of a house as 5 cents including the roads and other common amenities the total area that may be required will be 6,000 acres. The cost of an acre of land may vary from place to place. There may be Government lands also available. Dry lands may not cost much; but we have no statistics to guide us. Anyhow we may take it that about 5,000 acres may have to be acquired in all. Assuming the average cost per acre as Rs. 1,000, an allotment of Rs. 50,00,000 will be an approximate estimate for this purpose. We are quite sure that this is purely a rough and ready method of calculation and may admit of large variations in actual working. All the same we have tried our best to come to some sort of apportionment basing the same on all the available data. The scheme, if steadily pursued, should be completed in a period of five years, the wet areas being tackled first.

II. Housing.

This is really a very big problem and requires not only money but a vast amount of planning, skill and labour. Taking the house to cost on an average Rs. 1,200 and taking it that the Government should give only one-third grant for the purpose, on condition that the house is in the name of the society itself and is managed by it, the grant for each house will be Rs. 400. Of course it will not be possible to provide all people with such houses. Model schemes can be started by co-operative building societies in each district in three or four centres as a model for others to copy. These may be first started for the *Chucklers*, who are the lowest in the social scale. This may also be a recurring grant and may have to be continued every year till such time as they all have been provided with houses. At this rate, the sum of Rs. 10 lakhs provided as grant will be sufficient to help 2,500 people; assuming that 20 districts take up this work, each will be able to have four or five centres to begin with, i.e., one centre for each year in the 5-year plan.

III. Water-supply.

On the question of water-supply also, we have taken as basis the figures collected through the Labour Department. According to

these there are 2,856 *cheris* of the 'A' group, 1,989 *cheris* of the 'B' group and 4,868 of the 'C' group to be provided with wells. We do not know how many have at present some water source at least. We may proceed on the basis that the first two groups should be provided first. But this should not be a general rule, for if there is real suffering in the third group, that may also have to be attended to. A thousand wells a year should be our plan and inside five years we should be able to complete 5,000 wells. A well may cost between Rs. 500 and 1,000 but in some cases may even go up to Rs. 2,000. We can take Rs. 800 as an average. But this may not be a correct estimate as the price of materials may vary according to the place. Here we would suggest that the local people should be made to contribute their mite in cash or at least in labour which may go to make up the deficit. Wells come under the common Water-Supply scheme of the Government both in the general scheme and particularly in the Firka Development areas, where many of the *cheris* may get the benefit. Taking all this into consideration a sum of Rs. 20,00,000 has been provided which will, we hope, be able to provide at least 2,500 wells during the period. Should this work need more funds, we do not think the Government will grudge more money for this primary need.

IV. Health and Sanitation.

The main needs under this head are as follows:—

(i) Roads and pathways to their place of habitation;

(ii) Acquisition of lands for purposes of burial grounds;

(iii) Provision of other amenities like lavatories, cattle sheds etc.

The total needs under the three heads as found in all the three groups are 839 under pathways, 708 under burial grounds and 651 under other amenities. A provision of Rs. 5 lakhs under this head though very small, we hope, will serve as an impetus to improve the sanitary conditions of these places. There being no statistics or data available on the exact scope and nature of the need, we are not able to give more details.

V. Cottage Industries.

A scheme of training some of these village people in good handicrafts is quite essential, so that some subsidiary occupation may be taught to them to engage them during leisure hours and indirectly to augment their resources. A close co-operation with the Firka Development Department may be necessary and we think an allotment of Rs. 10 lakhs for this purpose, will do for the present. Details can be worked out in consultation and co-operation with the Firka Development Department. These training schools distributed over the Province will be very useful in training workers who will undertake to go back to their villages and serve there. We suggest weaving, village carpentry and poultry farming as suitable subjects. Good care should be taken to encourage the cottage industry which is dying because of the want of proper facilities and help. The Co-operative Department can come to their help.

VI. Medical Help.

Medical units one for two districts should be started. It should have a medical van. A doctor, a compounder, a midwife and an attender should be the staff. This should be in the heart of a big *cheri* in a rented place or a building newly built in a place which is centrally situated. The van should go round the *cheris* and visit at least five *cheris* a day outside the area, say beyond three miles, and cover on an average 30 *cheris* in a week, besides those that are within a reasonable distance for the patients. Maternity benefits can also be conferred by co-operating with non-official agencies. Here again the Firka Development Department can work and if they have such an arrangement, it would be quite welcome in the interests of both.

The cost of a single medical unit will be—

Non-recurring.

	RS.
Building (with quarter for nurse only)	12,500
Van	10,000
Equipment	5,000
Other unforseen items	1,100
Total ..	28,600

Recurring (expenditure for one year).

	RS.
A. Staff—	
Doctor Rs. 200 × 12	2,400
Compounder Rs. 60 × 12	720
Nurse or midwife Rs. 60 × 12	720
Driver Rs. 60 × 12	720
Servant Rs. 35 × 12	420
	4,980
B. Medicines—	
500 × 12	6,000
C. Petrol and other charges—	
Rs. 125 × 12	1,500
D. Other items—	
Rs. 50 × 12	600
Total ..	13,080

Thus one unit will cost Rs. 28,600 as capital expenditure and Rs. 13,080 as recurring which will work out at Rs. 65,400 for five years, i.e., Rs. 94,000 in all for the period. Ten such centres will cost Rs. 9 lakhs odd; the rest will cover the unforseen charges.

APPENDIX VIII.

BY-LAWS OF CO-OPERATIVE HOUSE CONSTRUCTION SOCIETY FOR HARIJANS, LIMITED.

NAME, ADDRESS AND JURISDICTION.

1. Ltd., No. is registered as a Co-operative Society under Act VI of 1932 (Madras). Its address shall be. Its operations shall be confined to the limits of

OBJECTS.

2. The objects of the society shall be—

(a) to buy or acquire land by purchase, mortgage, lease exchange, gift or otherwise;

(b) to lay out land to suit the requirements of the society in the shape of roads, parks, playgrounds, schools, hospitals, water-works, markets, post offices, other social amenites, etc;

(c) to lay out land as house-sites for the benefit of the members of the society;

(d) to construct or cause to be constructed buildings or other works of common utility to the society;

(e) to build or cause to be built residential houses or other buildings for the members;

(f) to hold, sell, mortgage, lease out on hire, or on hire purchase system or otherwise dispose of land, houses, house-sites, buildings and all other properties, movable and immovable, as may be necessary for carrying out the objects of the society;

(g) to establish and maintain social, recreative, educational, public health or medical institutions for the benefit of the members;

(h) to raise funds required for the business of the society;

(i) to repair, alter or otherwise deal with the buildings of the society;

(j) to encourage thrift, self-help and co-operation among the members and to promote their economic interest in accordance with co-operative principles; and

(k) to do all things necessary and expedient for the accomplishment of the aforesaid objects and for the comfort, convenience and good of the members.

LIABILITY.

3. The liability of the members of the society shall be limited to the share capital subscribed by them.

4. (i) A past member shall be liable, as provided in by-law 3 for the debts due by the society as they existed on the date when he ceased to be a member, for a period of two years from such date.

(ii) The estate of a deceased member shall be liable, as provided in by-law 3 for the debts due by the society as they existed on the date of his decease, for a period of two years after his decease.

AUTHORIZED CAPITAL.

5. The capital of the society shall for the present be Rs. made up of . . . . . shares of Rs. 10 each. One-fourth of the value of each share shall be paid with the application for shares and the balance shall be paid in full when the shares are allotted. An

entrance fee of four annas per share shall also be payable with the application for shares.

Membership.

6. Any person over 18 years of age who is competent to contract shall be eligible for admission as a member. But no person can claim admission as a matter of right.

7. Application for admission as members and for allotment of shares shall be made to the Secretary in the form, if any, prescribed by the society for the purpose. Every such application shall be disposed of by the Board of Directors who shall have power to grant admission or to refuse it without assigning reasons.

8. Every member shall take at least one share but no member shall take more than 50 shares.

9. No member shall be permitted to withdraw any share or shares held by him but the Board of Directors may permit a member to withdraw his share capital, provided—

(i) he has completely discharged; his liabilities to the society;

(ii) he does not hold any interest in the society as hire-purchaser or lessee or heir or transferee or lessee of a hire-purchaser of a plot or building in the possession or ownership of the society;

(iii) he has held the shares in the socety for a period of not less than five years and has given six months' notice of the withdrawal; and

(iv) the share capital of the society after withdrawal plus the value of the sites and buildings remaining in the possession or ownership of the society is, according to the calculations made in that behalf by the Government as on June 30 preceding, at least 50 per cent in excess of the outside liabilities of the society (including the liability to Government) on the date of the withdrawal.

10. No member shall be permitted to transfer any share held by him unless the transferee be a member or some person whom the Board of Directors is willing to admit as a member and provided in any case that the transfer of a share shall not be operative unless and until it is sanctioned by the Board of Directors. Every transferee of a share shall pay a fee of annas only per share.

11. (*a*) (1) Subject to the provisions of by-law 43, the society may on the death of a member transfer his share or interest in the capital to the person nominated in accordance with by-law 11 (*b*), or if there is no person so nominated, to such person as may appear to the Committee to be the heir or legal representative of the deceased member, or pay to such nominee, heir or legal representative as the case may be, a sum representing the value of such member's share or interest as ascertained in accordance with the by-laws:

Provided that the society shall transfer the share or interest of the deceased member to such nominee, heir or legal representative, as the case may be, being qualified in accordance with rules and by-laws for membership of the society, or on his application within one month of the death of the deceased member to any person specified in the application who is so qualified.

(2) Subject as aforesaid, the society may pay all other money due to the deceased member from the society to such nominee, heir or legal representative as the case may be.

(3) All transfers and payments made by the society in accordance with the provisions of this by-law shall be valid and effectual against any demand made upon the society by any other person.

(*b*) Every member of the society may nominate a person to whom under by-law 11 (*a*), his share or interest in the capital shall be transferred or the value thereof or any sum payable under the by-laws shall be paid. Such member may from time to time revoke or vary such nomination. Such nomination shall, in the event of his death, be given effect to by the society, provided that—

(1) the nomination is in writing and has been signed by the deceased in the presence of at least two witnesses attesting the same;

(2) the nomination has been registered in the books of the society kept for the purpose; and

(3) the nominee may become a member only if admitted by the Board of Directors.

Funds.

12. The society will ordinarily obtain funds from the following sources:—

(*a*) Share subscriptions;

(*b*) loans from Government;

(*c*) deposits from members;

(*d*) donations;

(*e*) entrance and other fees;

(*f*) contributions towards maintenance of roads, water-supply, lighting and sanitation in the colonies formed by the society; and

(*g*) subscriptions towards social, medical, recreative and educational institutions in the colonies formed by the society.

Borrowings.

13. The society shall borrow all the money it requires from Government at such rates and on such terms as the Board of Directors may settle. There is, however, no objection to the Board of Directors obtaining deposits from members provided that such deposits are repaid as soon as the loan from Government is received.

14. The total borrowings of the society both by way of deposits or otherwise and whether from members or others shall not at any time exceed four times its paid-up share capital.

Management.

15. Subject to such resolutions as the general body may from time to time pass, the executive management of the affairs of the society shall vest in a Board of Directors. The Board of Directors shall consist of not more than five members.

16. The members of the Board of Directors shall be elected by the general body for a period of three years from among the members. Members of the Board of Directors shall continue in office after the expiry of their term of office, until by election another Board is constituted. They shall elect from among themselves a President and a Secretary. Interim vacancies on the Board of Directors may be filled up by the remaining members of the Board by co-option for the unexpired portion of the period except in cases contemplated in by-law 21. Any member or members of the Board of Directors may at any time be removed by a resolution of the general body.

17. Notwithstanding anything contained in these by-laws the first set of Directors (including the President and the Secretary) shall be nominated by the Registrar of Co-operative Societies. They shall hold office for a period of three years. It shall, however, be open to the Registrar of Co-operative Societies to nominate the Directors for a further period not exceeding three years if in his opinion such a course is considered necessary in the interest of the society. The Registrar may, at any time, terminate the nomination of any Director and nominate any other in his place. Any vacancy that may arise in the nominated Board of Directors shall be filled up by the Registrar by nomination for the rest of the period.

18. The Board of Directors shall meet once a month or oftener if necessary to conduct the affairs of the society. No decision of the Board of Directors shall be valid unless it is assented to by at least three members. All questions before the Board of Directors shall be decided by a majority of votes. Should there be an equality of votes, the President or other presiding member shall have a casting vote. No member of the Board of Directors shall be present at a meeting of the Board when any matter in which he is personally interested is being discussed. In case of urgency where there may not be sufficient time to convene a meeting of the Board of Directors and in all cases in which such a procedure may, from time to time, be prescribed by the Board of Directors, the Secretary may obtain the orders of the Board of Directors by circulation of papers. Such decisions arrived at by circulation shall be placed before the next meeting of the Board of Directors for their ratification. Should a difference of opinion arise in the course of such circulation, the matter shall not be decided by circulation but shall be placed before a meeting of the Board of Directors.

19. Should a member of the Board of Directors absent himself from four consecutive meetings of the Board, he shall cease to be a member of the Board of Directors but may be reinstated by the Board of Directors.

20. Subject to such resolutions as the Board of Directors may from time to time pass, the several officers of the society shall have the powers mentioned below:—

(a) The President shall have a general control over all the affairs of the society, shall ex-officio be the treasurer and shall have the custody of all the properties of the society. He shall have power to appoint members of the establishment as well as to fine, suspend or dismiss them subject in the last two cases to the approval of the Board of Directors.

(b) The Secretary shall be responsible for the executive administration of the society subject to the control of the President. He shall exercise such powers as may be delegated to him by the Board of Directors from time to time. He shall be the officer to sue or to be sued on behalf of the society. All bonds and other legal documents executed in favour of the society shall be in his name. It shall be competent for him to incur petty contingent expenditure subject to a maximum of Rs. 5. He shall have power to operate on the bank accounts of the society within the limits prescribed by the Board. He shall also sign, endorse and negotiate cheques and other negotiable instruments within the limits prescribed by the Board. The cash book of the society should be checked and signed by him daily, in token of its correctness.

21. Any member of the Board of Directors who commits default in respect of any money due from him to the society shall *ipso facto* be considered disqualified to continue as an office bearer. But if the default has been for a period of three months or less, the defaulter may be reinstated by the general body on his showing good cause for the default. In no circumstance shall a defaulter continue to hold office as a member of the Board of Directors, if his default has continued for more than three months.

22. Receipts shall be issued for all moneys paid to the society. For moneys paid by members, the receipts shall be signed by the Secretary or any employee of the society whoever is selected by the Board of Directors to discharge this function. In the case of borrowings from non-members, or from other societies or from Government the receipt or the bond shall be executed by at least three members of the Board of Directors of whom the President shall be one.

23. It shall be the duty of the Board of Directors to maintain such accounts and registers as are prescribed by rule V of the rules under the Act and by the Registrar from time to time, to place before a general body meeting of the members the Registrar's notes of audit or inspection within one month from the date of receipt, to correspond with the Registrar and to do all other business relating to the society.

24. The Board of Directors shall have power to prescribe from time to time the scale of office establishment and to incur such expenditure as may be necessary for the management of the society with reference to the budget allotment sanctioned by the general body for year.

25. The Board of Directors shall be competent to fix the amount and nature of the security, if any, to be given by the office establishment.

26. It shall be competent for the Board of Directors to frame subsidiary by-laws for the conduct of the business of the society consistent with the Act, the rules under the Act and these by-laws. Such subsidiary by-laws shall be entered in the minute book of the society, and they shall be reported to the Registrar of Co-operative Societies for approval.

27. The services of the members of the Board of Directors shall be gratuitous; they shall, however, be paid a sitting fee of Rs. 10 each for every meeting of the Board attended.

General Body.

28. The ultimate authority in all matters relating to the administration of the society shall be the general body of the members who shall meet from time to time and at least once a year to conduct the work of the society. The general body shall not, however, interfere with the actions of the Board of Management in respect of the matters delegated to it under the by-laws. The following among the matters shall be dealt with by the general body:—

(i) The election and removal of the Board of Directors other than the nominated Directors;

(ii) the annual report due to the Registrar of Co-operative Societies;

(iii) the Registrar's annual audit certificate;

(iv) the amendment or repeal of any existing by-law or the enactment of a new by-law;

(v) the expulsion of a member;

(vi) the consideration of any complaint which any individual member may prefer against the Board of Directors;

(vii) the returns that may be prescribed by the Provincial Government; and

(viii) passing of the annual budget of the society.

29. A meeting of the general body of the members may be convened whenever necessary, for the conduct of the business by the Board of Directors and shall be so convened by the Board of Directors at the request of 35 or more members in writing specifying the purpose of the meeting or at the instance of the Registrar.

30. It shall be the duty of every member to attend the meetings of the general body. The quorum for a general body meeting shall be , or one-fourth of the total number of members on the list at the time, whichever is less.

31. The President, when present, shall preside at the meetings of the general body; and in his absence the body may choose a chairman from their number to preside at the meeting. Every member present shall have one and only one vote. All questions shall be decided by a majority of votes of the members present and voting. When votes are equal, the chairman of the meeting shall have a casting vote.

32. Seven days' notice shall ordinarily be given to the members before a meeting of the general body is convened.

33. If a member deceives the society in any way, or if his general conduct is such as to render his removal necessary in the interests of the society, it shall be open to the general body to expel such member. An expelled member shall not have his paid-up share capital refunded to him until a purchaser of the shares held by him is forthcoming to whom the shares can be re-allotted under by-laws 6 and 10 and until the value of such re-allotted shares is paid into the society. A member who drives the society to court to recover the money due from him shall, for that reason, be expelled from membership. An expelled member shall be liable as provided in by-law 3 for the debts due by the society, as they stood on the date of his expulsion, for a period of two years after such expulsion.

Purchase of Land and Construction of Houses.

34. Subject to such resolutions as the general body of members may from time to time pass, the Board of Directors shall have full power to do all things which they deem necessary or expedient for the accomplishment of all the objects specified in by-law 2, including power to purchase, hold, sell, exchange, mortgage, rent, lease, sublease, surrender and accept surrenders of land or houses and to construct houses.

Purchase of Land.

35. It shall be competent for the Board of Directors—

(i) to buy lands either from or through Government or otherwise;

(ii) to render the lands so purchased fit for habitation;

(iii) to lay out streets, roads and parcel out the lands as house-sites;

(iv) to sell or lease or otherwise deal with the sites to members or others on such terms as they may determine; and

(v) to provide or maintain facilities for water-supply, drainage, lighting and similar works of common utility.

CONSTRUCTION OF HOUSES.

36. (i) On the land acquired by the society, the Board of Directors shall construct or cause to be constructed buildings according to type-designs prepared by a technically qualified engineer, not lower in rank than an Upper Subordinate in engineering and appointed by the Board of Directors. The cost of a house shall not ordinarily exceed Rs. .

(ii) When the sites are acquired and laid out the Board of Directors may allow the selection of sites by the members. No member shall be allowed to choose more than one site in all. In case two or more members desire to have the same site, the Board of Directors shall decide the question by the drawal of lots. When once a member has selected his site by his own choice or by lot, the selection shall be final and cannot be revoked.

(iii) The houses shall be constructed with the help of qualified contractors or firms of repute dealing in building contracts on such terms and conditions as may be determined by the Board of Directors of the society under the supervision of engineers appointed by the society or they may be constructed by the society's engineers themselves.

ALLOTMENT OF HOUSES.

37. (i) As soon as the houses are completely constructed and are ready for being let out on the hire-purchase system to the members they shall be valued and the value of each dwelling house shall be placed against the member concerned on the book to be kept by the society for the purpose.

(ii) The society shall collect the value of the houses from the members who occupy them in such instalments as may be determined by the Board of Directors and shall remit the hire amounts so collected from the members towards the repayment of the Government loans borrowed for the purpose, till they are discharged in full.

38. (i) Every member shall at the time of admission to the society execute an agreement to that effect to the society undertaking in addition to indemnify the society to the extent of the loss that may be sustained on account of the member not keeping to the contract.

(ii) He shall have to take fully paid-up shares in the society equal to the estimated value of the cost of the site of the class of house he intends to hire-purchase from the society.

(iii) He shall agree to pay the hire-purchase money in monthly instalments within such period as may be prescribed by the Board of Directors not exceeding in any case 20 years. The hire-purchase instalment will be calculated on the cost of house together with interest not exceeding one per cent over the rate at which the society borrows the loans from Government. There is, however, no objection to a member paying the balance in fewer instalments or even in one lump. If, no amount is due to the society in respect of the house he has occupied under the hire-purchase system the society shall adjust his share capital towards the value of his site and execute a

sale deed in his favour conveying the site and the building thereon to him. The adjustment of share capital under this by-law shall, however, be subject to by-law 9.

(iv) If a member who took a house on hire-purchase system but has not paid its value in part or in full rescinds the hire-purchase contract, or fails to keep up the terms of the contract or commits default in the payment of the instalments, rents, rates, taxes, etc., or in respect of any other terms of the hire-purchase contract or otherwise, he shall be evicted from the house and such evicted member shall not be entitled to any refund of the instalments he had paid to the society under the hire-purchase system. His share capital may be refunded to him in accordance with by-law 9.

(v) The agreement to hire-purchase a house shall also specify the terms and conditions which may be prescribed by the rules framed by the Board of Directors relating to the lease granted by the society to members desiring to purchase the house under the hire-purchase system.

(vi) No member shall assign, sublet or part with the possession of the property or any part thereof without the previous permission of the Board of Directors.

(vii) All rents and instalments due from a member shall be paid before the 5th of the month following that in which the house is let out to the member or such other date as the Board of Directors may fix for the purpose, failing which interest on the amount of rent instalment, etc., shall be levied on the amount overdue at the rate of one pie per rupee per mensem. If a hire purchaser is in arrears in respect of the hire-purchase instalments, etc., for a period exceeding six months, he shall be liable for eviction from his tenancy and action under by-law 39 (iv) above.

(viii) Rates and taxes shall be paid to the society by the member who occupies the house before the appointed dates failing which action shall be taken against the member as provided in by-law 39 (iv) above.

Repairs and Amenities.

39 (i) Every member occupying a house shall pay an annual fee fixed by the Board of Directors for attending to ordinary annual repairs, white-washing, etc. It is open to a member to pay the fee in one lump or in monthly instalments along with the hire-purchase instalment. If special repairs are needed, it shall be competent for the Board of Directors to levy such fee as may be necessary and the repairs, etc., will be done by the employees of the society or by contractors engaged by the society.

(ii) When the Board of Directors arrange for the supply of water, lighting, draining or other amenities to their members, they may levy a contribution from members at such rates as may be laid down under the rules framed under by-law 26.

(iii) When the Board of Directors arrange for the provision of social, medical, recreative and educational institutions for the members they may levy a subscription from the members at such rates as may be laid down under the rules framed under by-law 26.

Profits.

40. Twenty-five per cent of the net profits of the society as declared by the Registrar year after year shall be carried to the Reserve Fund. The balance may be divided as follows:—

(i) A dividend subject to a maximum of 5 per cent per annum on the paid up value of share capital held by each and also the period

during which the paid up share capital was so held during the year. The dividend declared shall not actually be disbursed to the members as long as dues are outstanding to the society against them. The amount found due to each member shall be credited to his hire-purchase account.

(ii) If there be any balance in the net profits, a sum not exceeding 7½ per cent may be paid to Common Good Fund to be utilized for any of the purposes mentioned in section 2 of Act VI of 1890 (India), viz., education, sanitation, medical relief, etc., if the general body so wish.

(iii) The balance, if any, shall be carried to the Reserve Fund. All undivided and indivisible profits and all profits not allotted in accordance with this by-law shall be carried to the Reserve Fund.

Reserve Fund.

41. (i) The Reserve Fund shall belong to the society as a whole and is intended to meet unforseen losses. No member can claim a share in it. It shall be invested in such manner as the Registrar of Co-operative Societies prescribes and shall not be drawn upon except with his sanction.

(ii) On the dissolution of the society, the Reserve Fund and other funds contributed by it under the provisions of its by-laws shall be applied—

(*a*) to discharging such liabilities of the society as may remain undischarged after the enforcement in full of the liability of the members of the society;

(*b*) to the repayment of the share capital paid up; and

(*c*) to the payment of dividend upon such share capital, at a rate not exceeding 5 per cent per annum for any period or periods for which no dividend has been paid.

(iii) Such portion of these funds as shall remain after payments mentioned in sub-clause (2) shall be applied to such local objects of public utility as may be selected by the general body and approved by the Registrar in accordance with rule XIV (3) (*a*) of the rules under the Act. If within three months of the final closing up of the society the general body fails to make any selection that is approved of by the Registrar, the latter may use the above mentioned portion of the funds in supporting other co-operative societies in the neighbourhood or shall place the same on interest or otherwise with some co-operative bank until a new co-operative society with similar objects is registered in which event the funds shall be credited to the Reserve Fund of that society.

42. If, however, at any time the general body resolves to split the society into more than one society by excluding a portion of the existing area of operations from the operations of the society and a new society or societies be registered to cover the area so excluded, a portion of the Reserve Fund shall be transferred to the society or societies as decided upon by the general body which resolves upon the splitting of the original society.

Miscellaneous.

43. The amount of paid up share capital, deposit and other money to the credit of a member or a past member shall be subject to a first charge in favour of the society in respect of any moneys due to the society from such member or past member. The society shall be at liberty to appropriate the whole or any portion of such paid up share

capital or deposit or any other money or moneys due by the member to the society.

44. When a member from whom money is due pays any sum it shall be appropriated in the following order:—

Firstly, to fees, fines, postal, registration and other miscellaneous charges due by him;

secondly, to interest; and

thirdly, to hire-purchase instalments.

45. No amendment to, alteration in, or cancellation of, a by-law or the enactment of a new by-law shall be made except at a general meeting of the members or shall take effect until it shall have been approved by the Registrar.

46. Should any doubt arise as to the construction of the Act or any by-law, the Board of Directors shall refer the same to the Registrar of Co-operative Societies for advice and act according to his advice.

47. The society shall prepare annually in such form as may be prescribed by the Registrar: (*a*) a statement showing the receipts and disbursements for the year, (*b*) a profit and loss account, (*c*) a balance sheet, and (*d*) such other statements as may be prescribed by the Registrar.

These statements shall be made up to 30th June and a copy of each shall be sent to the Registrar within fifteen days after the close of the co-operative year ending 30th June. After the Registrar has verified the statements and granted his audit certificate, the society shall publish such of the prescribed statements as he may direct in the manner prescribed by him.

48. In the case of a dispute touching the business of a society between members or past members of the society, or persons, claiming through a member or past member or between a member or past member or persons so claiming and the Board of Directors, a reference in writing may be made by any party to the Registrar. Similarly, in the case of a dispute relating to a debt due to the society by a member or past member or persons claiming through a member or past member, a reference in writing may be made by either party to the Registrar. The Registrar shall have power on receipt of such reference either to decide the dispute himself or refer it to an arbitrator appointed by him or to several arbitrators of whom one shall be appointed by him and one other by each of the parties to the dispute. The decision or award of the Registrar or of the arbitrator or arbitrators, as the case may be, shall be final and it may be enforced in either of these ways:—

(*a*) by an application made to the Collector of the district through the Registrar of Co-operative Societies, requesting that the amount due under the decision or award may be recovered in the same maner as arrears of land revenue;

(*b*) by an application to the Civil Court having jurisdiction over the subject-matter of the decision or award requesting that the court may enforce the decision or award as if it were a decree of the court; and

(*c*) by an application to the Registrar of the District under section 57-A of the Madras Co-operative Societies Act VI of 1932.

49. Should any sum belonging to the society be either stolen or otherwise lost and found irrecoverable, it shall be open to the general body to write off such amounts after obtaining the sanction of the Registrar.

APPENDIX IX.

STATEMENT SHOWING THE AMOUNTS SPENT BY THE LABOUR DEPARTMENT ON THE VARIOUS AMELIORATIVE MEASURES.

Year.	Education.								Total.
	Number of schools.	Number of children.	Expenditure on schools.	School buildings.	Scholarships, books, etc.	Hostels. Government.	Hostels. Grant-in-aid.	Amount spent on midday meals.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
			RS.	RS.	RS.	RS.	RS.	RS.	RS.
1929–30	1,583	56,527	4,61,386	..	73,862	..	34,688	..	5,69,936
1930–31	1,784	63,604	5,37,274	..	83,845	..	28,390	..	6,49,509
1931–32	1,176	44,305	5,40,533	17,191	85,453	..	40,236	..	6,83,413
1932–33	888	32,157	3,52,073	11,111	86,651	..	30,505	..	4,80,340
1933–34	987	38,002	3,65,500	11,847	83,700	..	35,800	..	4,96,847
1934–35	991	38,471	4,07,900	19,583	77,100	..	31,500	..	5,36,083
1935–36	1,009	39,144	4,31,800	20,062	84,100	..	35,900	..	5,71,862
1936–37	978	39,926	4,35,436	21,073	78,167	..	33,242	..	5,67,918
1937–38	1,190	48,203	4,99,467	32,655	98,752	22,614	44,898	..	6,98,386
1938–39	1,178	48,947	5,51,619	33,066	87,088	19,795	51,889	..	7,43,457
1939–40	1,198	52,077	6,00,916	30,883	84,690	32,960	62,220	..	8,11,669
1940–41	1,154	52,684	6,14,859	20,195	87,908	39,884	62,890	..	8,25,736
1941–42	1,125	56,170	6,34,212	23,819	1,09,721	39,933	70,701	..	8,78,386
1942–43	1,101	54,536	7,30,877	34,318	1,42,686	35,037	1,00,840	..	10,43,758
1943–44	1,085	51,532	8,56,714	47,109	1,65,143	40,282	1,64,185	..	12,73,433
1944–45	1,082	55,310	9,49,641	63,860	1,51,785	53,052	2,04,921	2,50,424	16,73,683
1945–46	1,112	68,845	11,21,327	85,621	1,63,120	61,009	2,29,034	8,03,892	24,64,003
1946–47	1,119	77,674	14,44,245	83,885	1,71,956	62,553	3,43,112	10,48,978	31,54,729
Total ..	20,740	9,18,114	1,15,35,779	5,56,278	19,15,727	4,07,119	16,04,951	21,03,294	1,81,23,148

APPENDIX IX—*cont.*

Year.	Other activities.							
	House-sites.		Wells.		Amount spent on wells.	Other amenities.		Total.
	Government land.	Acquired.	Constructed.	Repaired.		Districts.	City.	
	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
					RS.	RS.	RS.	RS.
1929–30	2,948	3,900	420	144	2,32,214	53,309	24,689	3,10,212
1930–31	1,973	2,414	410	164	2,74,364	5,026	58,000	3,37,390
1931–32	1,763	1,029	183	75	1,10,754	400	8,000	1,19,154
1932–33	1,461	146	108	84	1,10,566	850	22,684	1,34,100
1933–34	2,082	177	215	160	1,88,198	2,905	5,235	1,96,338
1934–35	1,465	..	182	..	1,43,153	1,324	5,604	1,50,081
1935–36	985	236	228	99	1,42,433	5,868	2,218	1,50,519
1936–37	1,359	164	273	121	1,22,793	..	..	1,22,793
1937–38	947	1,247	91	106	1,04,913	4,000	6,473	1,15,386
1938–39	2,753	1,325	139	125	1,26,143	8,000	6,560	1,40,703
1939–40	1,754	926	119	99	91,103	6,000	2,280	99,383
1940–41	1,809	1,214	167	140	1,26,693	13,012	15,000	1,54,705
1941–42	1,964	798	179	105	1,36,870	3,469	15,116	1,55,455
1942–43	488	651	131	114	1,42,411	3,175	19,055	1,64,641
1943–44	198	639	125	62	1,20,948	10,397	23,180	1,54,525
1944–45	154	401	123	84	1,51,132	7,061	31,591	1.89 784
1945–46	226	218	124	104	2,43,440	12,891	33,077	2,89,408
1946–47	589	444	171	156	3,00,362	3,202	85,553	3,89,117
Total ..	21,918	15,929	3,388	1,942	28,68,490	1,40,889	3,64,315	33,73,694

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